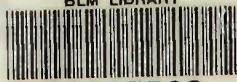


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BUREAU OF LAND MANAGEMENT

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JUSTIFICATIONS FOR APPROPRIATIONS, FISCAL YEAR
ENDING JUNE 30, 1964

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PUBLIC LAND MANAGEMENT

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BUREAU OF LAND MANAGEMENT

Justification for Appropriations, Fiscal Year 1964

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RECEIPTS BY SOURCES

The following table shows actual receipts of the Bureau of Land Management for fiscal years 1960, 1961, and 1962, and the estimated receipts for 1963 and 1964.

	<u>1960</u>	<u>1961</u>	<u>1962</u>	<u>1963</u>	<u>1964</u>
Sales, Public Lands and Materials	\$ 5,101,297	\$ 4,250,000	\$ 3,581,482	\$ 4,950,000	\$ 5,200,000
Fees and Commissions	1,798,817	2,476,549	2,849,944	2,360,000	2,052,000
Mineral Leasing	94,561,469	109,677,284	117,062,197	117,500,000	118,500,000
Mineral Leasing, Outer Continental Shelf	229,456,819	7,304,687	11,612,151	380,000,000	362,000,000
Grazing Fees	3,487,992	2,982,188	2,780,252	3,870,000	5,590,000
Right-of-Way Leases	169,263	209,724	203,575	175,000	250,000
O&C and Coos Bay Timber Sales	33,828,162	29,866,075	32,070,557	29,700,000	30,300,000
Other Timber Sales	2,531,175	2,259,682	2,664,923	2,300,000	2,500,000
Miscellaneous Receipts	132,873	219,968	692,421	868,000	870,000
Total	<u>371,067,867</u>	<u>159,246,157</u>	<u>173,517,502</u>	<u>541,723,000</u>	<u>527,262,000</u>

Distribution of Receipts to States and Counties
Fiscal Year 1962

State or Territory	Sales of Public Lands and Timber	Mineral Leases and Permits	Taylor Grazing Leases	Taylor Grazing Districts	Other	Total
Alabama	\$ 113	\$ 1,597	\$ --	\$ --	\$ --	\$ 1,710
Alaska	12,756	7,205,602	--	--	400 <u>1/</u>	7,218,758
Arizona	16,331	202,194	20,871	12,512	--	251,908
Arkansas	742	70,116	--	--	--	70,858
California	57,132	2,693,021	39,679	4,689	--	2,794,521
Colorado	11,281	3,246,744	8,108	12,893	--	3,279,026
Florida	792	172	--	--	--	964
Idaho	16,806	99,180	6,397	20,816	--	143,199
Indiana	--	30	--	--	--	30
Iowa	24	--	--	--	--	24
Kansas	--	152,762	12	--	--	152,774
Louisiana	702	116,800	--	--	--	117,502
Michigan	2	5,715	--	--	--	5,717
Minnesota	406	--	--	--	--	406
Mississippi	206	5,046	--	--	--	5,252
Missouri	--	--	--	--	--	--
Montana	5,213	1,975,194	21,769	15,535	47,364 <u>2/</u>	2,065,075
Nebraska	--	11,031	185	--	--	11,216
Nevada	36,111	204,531	6,725	33,314	--	280,681
New Mexico	13,591	9,872,412	6,608	32,220	2,187 <u>2/</u>	9,927,018
North Dakota	--	132,338	1,820	--	--	134,158
Oklahoma	235	68,979	86	--	--	69,300
Oregon	63,386	1,152	11,736	17,227	15,400,136 <u>3/</u>	15,493,637
South Dakota	13	50,388	10,463	--	--	60,864
Utah	2,141	5,820,036	--	29,349	--	5,851,526
Washington	5,617	1,555	3,338	--	--	10,510
Wisconsin	90	--	--	--	--	90
Wyoming	5,637	13,508,228	45,834	26,710	--	13,586,409
Total	249,327	45,444,823	183,631	205,265	15,450,087	61,533,133

1/ From Alaska school lands.

2/ Under Executive Order 10787 of Nov. 6, 1958, from grazing.

3/ From O&C lands.

DEPARTMENT OF THE INTERIOR

BUREAU OF LAND MANAGEMENT

Highlight Statement

The budget for fiscal year 1964 for the Bureau of Land Management reflects continued expansion in the many resource management programs conducted by the Bureau. Increased effort in public land management is in direct response to the President's messages on natural resources which have directed attention to the public's needs in the management of its lands. The fiscal year 1964 program especially emphasizes:

1. Management of forest resources, especially the valuable commercial stands in Western Oregon;
2. Management and rehabilitation of public grazing lands consistent with the principles of the Taylor Grazing Act, sound conservation of resources, and the economic needs of the western livestock industry;
3. Protection of natural resources from destruction by fire through stronger programs of protection and preparedness;
4. Initiation of a more adequate road construction program through authorization of access roads under a new title, "Public Land Development, Roads and Trails," of the Federal Aid Highway Act 1962;
5. Construction of recreational facilities on certain public lands under multiple use management where public recreational use is or is becoming heavy.

These programs together with certain adjustments in other going programs represent a plan of action to further promote the development of public land management consistent with the value and importance of the resources.

The Bureau of Land Management administers 477 million acres of public lands primarily located in eleven Western States and in Alaska, including the forest, forage, and mineral resources of the lands and the mineral resources of virtually all other lands owned by the Government. These resources are managed and conserved for the benefit of the nation as a whole, while at the same time they are made available within proper conservation limits to the public and to industry.

Fiscal year 1962 was a year of progress in the development and conduct of the Bureau's program. Some of the major accomplishments were:

1. An 18-month moratorium was effective in February 1961 on the filing of applications for the lease or sale of public lands for purposes other than grazing, minerals, and the sale of materials. The moratorium permitted the Bureau to process on an orderly basis the backlog of pending applications. As individual land offices reached a current status, the moratorium was lifted in those areas and was ended Bureau-wide September 1, 1962. As a result, a problem of several years duration has been remedied.
2. In response to the President's directive in his resource message of February 1961, an organized program for the inventory of the public land was initiated in fiscal year 1962. While this program will take several years to complete, an effective pattern for purposes of classifying the land and improving resource management has been instituted.
3. Representation on State and National Advisory Boards for public lands has been expanded to reflect multiple interests in the national land reserve. Broadened representation is strengthening the perspective of the Advisory Boards and the Council in their efforts to assist the Bureau in multiple use management of the lands.
4. Improved management methods permitted the allowable cut of timber from the Oregon and California Grant Lands to be increased. For the ninth year in a row the full allowable cut has been offered.

The current fiscal year to date is notable for increased effort along lines already established and in the development and pursuit of new programs and the meeting of emergency needs. Based on resource rehabilitation under supplemental appropriations in fiscal years 1961 and 1962, the regular estimates for fiscal year 1963 included funds for the rehabilitation of burned over lands. Thus, immediate action to initiate rehabilitation can be taken as the fires occur.

In fiscal year 1963 a new approach to the regular program for the rehabilitation of the public lands has been initiated through the adoption of the "project approach." The Vale Project in southeastern Oregon, a seven-year intensive effort to restore the resource capacity in the Vale district, is the first of these demonstration projects which are intended to

illustrate what can be done on an area-wide basis to restore the productivity of the public lands. Three other projects also were initiated under this approach, the Owyhee Project in southwestern Idaho, the Beowawe Project in northern Nevada, and the Rio Puerco Project in northern New Mexico.

In July 1962, as a result of recently completed and computed inventories, a higher annual allowable cut was announced for the timber lands in western Oregon administered by this Bureau. In addition, the announced cut for the first time included public lands along with the Oregon and California Railroad Grant Lands and Coos Bay Wagon Road Lands. This inclusion of public lands is intended to result in the management of all these lands as though they were one property. Consequently the subactivities under the activity Forestry have been redefined so that the new subactivity Western Oregon is consistent with the new basis for the declaration of allowable cut. A severe windstorm on October 12 struck the Pacific coast. While the exact extent of damage in isolated areas is still unknown, at least one billion board feet of timber was blown down in concentrated areas and a like amount of damage may have occurred in isolated and presently inaccessible tracts. The Bureau is undertaking to meet the substantial task of marketing salvaged timber within available financial and manpower resources in fiscal year 1963 by reprogramming \$300,000 of funds available for other phases of Forestry into Forest Management in Western Oregon. Minimum additional requirements are included in these estimates to complete this task during fiscal year 1964. While other long-term needs of forest management necessarily are sacrificed in order to concentrate efforts on the sale of salvage materials, prime interest is in the sale of the downed timber before its value deteriorates and it becomes the breeding grounds of Douglas fir beetles that could attack and destroy sizeable stands of green timber.

A "Program for the Public Lands and Resources" was made public in July 1962. This long-range program represents a completely new effort to provide needed direction and guidance in the administration and development of public lands and their resources. It is hoped that it can serve as a guidepost to those interested in the public lands and their administration that may stimulate the broadened perspective and the augmented levels of effort that are necessary to public land management consistent with the value of the resources involved.

The budget for fiscal year 1964 under the operating appropriation, Management of Lands and Resources, provides for increases in several major programs. A comparison of the fiscal years 1963 and 1964 total programs appears below:

	<u>Thousands of Dollars</u>
Appropriation 1963	\$ 41,510,200
Transfers to General Services Administration	- 370,700
Pay Raise Requirements	<u>+ 951,000</u>
Total Amount Available 1963	42,090,500
 Program Increases 1964	 3,476,400
Pay Raise Requirements	<u>719,100</u>
Total Program 1964	46,286,000

The amounts shown above for 1963 and 1964 are exclusive of supplemental appropriations for fire suppression costs which will be proposed during each year as required. The major purposes to which the programmed increase will be applied were indicated at the beginning of this statement. An adequate public education program is provided so that the needs of the public for information regarding the public lands can be handled expeditiously.

The Bureau of Land Management continually is seeking ways to perform its responsibilities on a more effective basis with particular emphasis upon the full utilization of its personnel. The huge backlogs of needed conservation work stand as a constant challenge to its professional staffs to find ways to meet these needs with the financial and manpower resources available.

With the rapid acceleration of conservation programs, the Bureau necessarily has requested additions in permanent personnel. However, these increases in personnel have been planned to provide the professional nucleus required, with significant increases in temporary personnel and contractual services provided in order to perform the larger program. As a result, personnel services has become a declining portion of the estimates, as shown in the following table:

Comparison of Personal Services and Total Program

Management of Lands and Resources (exclusive of fire suppression)

<u>Year</u>	<u>Total Program</u>	<u>Personal Services</u>	
	<u>Thousands of Dollars</u>	<u>Thousands of Dollars</u>	<u>% of Total Program</u>
1960	\$ 24,095	\$ 15,271	63
1961	27,709	17,235	62
1962	32,704	19,236	59
1963 est. *	42,090	23,066	55
1964 est. *	46,286	25,616	55

* Includes costs of pay raises authorized by P.L. 87-793.

Changes being effected in financial management in the Bureau have as one objective the provision of more accurate data for management's use in evaluating the utilization of personnel. The performance of emergency services by regular personnel to suppress fires is just one example of the kinds of activities which disrupt performance of planned work and make it difficult to determine the extent to which manpower was actually available to meet schedules of work accomplishment. With the introduction of cost analysis the Bureau is able to segregate this and other factors so that a better evaluation can be made and areas requiring improvement can be identified.

Similarly, management studies of offices at all levels of the organization have been and are being conducted. These studies were either performed or planned in advance of recent increased interest by the Congress and the President in manpower utilization. However, efforts to improve utilization either through studies or with information gained through financial analysis have been and will continue to be handicapped so long as requested increases in general administration funds are not obtained.

While much can be done through the improvement of efficiency in methods and procedures, training of employees and supervisors to higher levels of skill and competence, and through the earnest and continued attention of top management to this subject, significant gains are often more readily obtained by some major action that directly influences the incoming workload of an agency. In the case of the Bureau of Land Management the moratorium on public land applications announced in February of 1961, and ending September 1, 1962, has had this effect. For several years larger and larger numbers of public applications have been filed with the land offices generating growing backlogs of applications for adjudication in those offices. Despite yearly increases in funds and personnel, applications continued to increase, backlogs continued to grow, until a major secondary workload developed, that of servicing the backlog. Members of the public legitimately inquired to learn the status of their application as action was delayed. The mere factor of volume in the offices generated additional handling and used up more and more manpower. With the declaration of the moratorium on applications the Bureau has been able to work through these large accumulations of applications. The number of land applications on hand dropped from 41,000 to 16,000 during the 18 months the moratorium was in force and the offices of the Bureau are now considered to be on a current or pipeline basis. Consequently, for the first time in several years no increase in funds or personnel is requested in the budget for the adjudication of applications in the land offices. A larger number of case closures is estimated for FY 1964 than will be processed in FY 1963. However, the estimates anticipate that with the elimination of the backlog and with various other steps that are contemplated, including possible streamlining of the public land laws, this larger caseload is to be handled with a slight reduction in personnel.

These estimates include added expenditures that also will have a material bearing on employee efficiency. The program for fiscal year 1964 includes sizeable increases for access roads, and the maintenance of already constructed roads and facilities. The access situation of the Bureau can have a direct impact on improved efficiency of its personnel. Frequently a Bureau office administers several million acres with few, if any, completely serviceable roads. Travel to and from areas of field work is time consuming for lack of adequate access. The development of roads and buildings consistent with the needs and operations of the agency is one major avenue of improvement that can facilitate work performance of already conscientious and skilled employees.

The Bureau of Land Management is a producer of substantial revenue to the United States Treasury and to States and counties. Receipts for 1963 are estimated at \$542 million, of which \$63 million will be paid to States and counties in which the public lands are located. In 1964 these amounts are expected to be \$527 million and \$62 million respectively. Thus, receipts continue to be several times the amount of investment in the resource management and development programs conducted by the Bureau.

BUREAU OF LAND MANAGEMENT

Management of Lands and Resources

Appropriation, 1962	\$32,500,000	
Supplemental appropriation, 1962	1,250,000	
Second supplemental appropriation, 1962	<u>825,000</u>	
Total appropriation, 1962		\$34,575,000

Transferred to "Operating Expenses, Public		
Buildings Service," General Services Administration ..		<u>-416,029</u>
Total available, 1962		34,158,971

Appropriation, 1963	41,510,200	
Pay cost supplemental	<u>951,000</u>	
Total appropriation, 1963		42,461,200

Transferred to "Operating Expenses, Public Buildings		
Service," General Services Administration		<u>-370,700</u>
Total available, 1963		42,090,500

Summary of Increases and Decreases, 1964

Lease and disposal of land and mineral resources

To provide for increased pay costs for fiscal year		
1963 positions	+245,900	
To provide for acceleration of comprehensive		
inventory of the public lands	<u>+110,300</u>	
		+356,200

Management of grazing lands

To provide for increased pay costs for fiscal		
year 1963 positions	+109,200	
Increase will provide for acceleration of resource		
inventories, adjudication of grazing privileges,		
and resource inventories on public grazing lands ...	<u>+607,600</u>	
		+716,800

Summary of Increases and Decreases - 1964 (Continued)

Forestry

To provide for increased pay costs for fiscal year 1963 positions	\$+143,200	
Increase requested will provide for additional protection and management of forested lands and increased timber sales	<u>+1,062,500</u>	\$+1,205,700

Cadastral surveys

To provide for increased pay costs for fiscal year 1963 positions		+82,400
--	--	---------

Soil and moisture conservation

To provide for increased pay costs for fiscal year 1963 positions	+90,500	
Increase will permit additional emphasis for soil and moisture conservation work	<u>+1,248,000</u>	+1,338,500

Maintenance of access roads

To provide for increase in maintenance of roads on the public domain		+279,000
---	--	----------

Weed control

To provide for increased pay costs for fiscal year 1963 positions		+10,900
--	--	---------

Summary of Increases and Decreases - 1964 (Continued)

General administration

To provide for increased pay costs for fiscal year 1963 positions	\$+37,000	
Increase in general administration is needed to support expanded resource program	<u>+169,000</u>	\$+206,000
Net increase, 1964		<u>4,195,500</u>
Budget estimate, 1964		46,286,000

MANAGEMENT OF LANDS AND RESOURCES

Analysis by Activities

Activity	Fiscal Year 1962 Amount Available	Fiscal Year 1963			
		Total Appropriation	Pay Cost Supplemental	Transfers ^{1/}	Amount Available
1. Lease and disposal of land and mineral resources	\$ 8,850,211	\$ 10,104,600	\$ 338,000	\$ - 191,800	\$ 10,250,800
2. Management of grazing lands ...	4,007,359	5,524,600	142,000	- 37,400	5,629,200
3. Forestry	7,031,032	8,179,700	185,000	- 66,400	8,298,300
4. Cadastral surveys	3,664,665	4,413,700	106,000	- 12,100	4,507,600
5. Soil and moisture conservation.	6,345,418	10,074,200	118,000	- 60,700	10,131,500
6. Fire suppression	1,427,701	400,000	--	--	400,000
7. Maintenance of physical facilities	169,509	178,000	--	--	178,000
8. Maintenance of access roads ...	24,366	25,000	--	--	25,000
9. Weed control	894,196	895,400	14,000	- 2,300	907,100
10. General administration	1,717,770	1,715,000	48,000	--	1,763,000
Unobligated balance lapsing ...	26,744	--	--	--	--
Total	34,158,971	41,510,200	951,000	- 370,700	42,090,500

^{1/} Represents transfers to General Services Administration unless otherwise footnoted.

MANAGEMENT OF LANDS AND RESOURCES

Analysis by Activities

Activity	FY 1962 Amount Available	FY 1963 Amount Available	FY 1964 Estimate	Increase (+) or Decrease (-) 1964 Compared with 1963			Page Refer- ence
				Total	Pay Cost ^{1/}	Program	
1. Lease and disposal of land and mineral resources	\$8,850,211	\$10,250,800	\$10,607,000	\$+356,200	\$+245,900	\$+110,300	15
2. Management of grazing lands	4,007,359	5,629,200	6,346,000	+716,800	+109,200	+607,600	23
3. Forestry	7,031,032	8,298,300	9,504,000	+1,205,700	+143,200	+1,062,500	29
4. Cadastral surveys	3,664,665	4,507,600	4,590,000	+82,400	+82,400	--	46
5. Soil and moisture conservation	6,345,418	10,131,500	11,470,000	+1,338,500	+90,500	+1,248,000	51
6. Fire suppression	1,427,701	400,000	400,000	--	--	--	57
7. Maintenance of physical facilities .	169,509	178,000	178,000	--	--	--	58
8. Maintenance of access roads	24,366	25,000	304,000	+279,000	--	+279,000	59
9. Weed control	894,196	907,100	918,000	+10,900	+10,900	--	61
10. General administration	1,717,770	1,763,000	1,969,000	+206,000	+37,000	+169,000	64
Unobligated balance lapsing	26,744	--	--	--	--	--	
Total	34,158,971	42,090,500	46,286,000	+4,195,500	+719,100	+3,476,400	

^{1/} To provide for increased pay costs for fiscal year 1963 positions.

BUREAU OF LAND MANAGEMENT

1. Lease and Disposal of Lands and Mineral Resources

Subactivity	F.Y. 1962	F.Y. 1963	F.Y. 1964	Increase (+) or Decrease (-)		
	Amount Available	Amount Available	Estimate	1964 Compared with 1963		
				Total	Pay Cost <u>1/</u>	Program
(a) Title, Lease and Records Service	\$5,489,745	\$5,849,500	\$5,857,000	\$+ 7,500	\$+157,500	\$-150,000
(b) Field Examination and Classification	2,753,071	3,681,400	3,970,000	+288,600	+ 75,400	+213,200
(c) Records Improvement	607,395	719,900	780,000	+ 60,100	+ 13,000	+ 47,100
	<u>8,850,211</u>	<u>10,250,800</u>	<u>10,607,000</u>	<u>+356,200</u>	<u>+245,900</u>	<u>+110,300</u>

1/ To provide for increased pay costs for fiscal year 1963 positions.

(a) Title, Lease and Records Service: The estimate of \$5,857,000 is an increase of \$7,500 consisting of:

- (1) An increase of \$157,500 to provide for increased costs in fiscal year 1964 of the pay raise authorized by P.L. 87-793;
- (2) A decrease of \$150,000 as a result of lands-case backlog reduction under the moratorium and anticipated continued improvement in operations.

Plan of Work: During fiscal year 1962 lands-case backlogs were substantially reduced under the moratorium on certain case types which ended September 1, 1962. During the course of the moratorium, lands case workloads were reduced and, as States achieved their goals prior to the September termination date, the moratorium was ended. The following table shows that there was an overall increase of over 13 percent in total filings during fiscal year 1962, chiefly because of increases in mineral case filings. At the same time, case closure rates increased by some 20 percent. It is expected that present trends will continue.

	<u>1961</u> <u>Actual</u>	<u>1962</u> <u>Actual</u>	<u>1963</u> <u>Estimated</u>	<u>1964</u> <u>Estimated</u>
Cases pending, start of year	105,246	94,252	59,079	50,000
New and reactivated cases	316,007	358,288	390,921	430,000
Cases closed	327,001	393,461	400,000	440,000
Cases pending, end of year	94,252	59,079	50,000	40,000

The above table includes both lands and minerals filings.

Simultaneous oil and gas filings account for the preponderance of the totals. In lands, for example, pending case loads were reduced from over 41,000 to 16,580 cases during fiscal year 1962.

Case processing is now being accomplished on a current basis in most States. Specific programs are being developed in each State to insure continuing prompt action on all casework. Modest reductions are also anticipated from economies effected through slight staff reductions in several States. A general increased efficiency of operation is called for to maintain adequate public service activity, particularly in the furnishing and adequate presentation of title and records information, and to support the increased service requirements of stepped up Bureau-motion programs of land planning and classification, sales, leases, and exchanges attendant to active land management. Any savings thus accrued will be used on the emerging problems in the abuse of the mineral leasing laws.

Increases in fiscal years 1962-1963 have allowed us to cope adequately with current filing rates of some 12,000 simultaneous oil and gas lease offers monthly which produce in excess of one million dollars annually in fees covered into the Treasury. There has appeared an increasing need for broadened programs to attack apparent abuses such as dummy filings, combinations to increase chances, disregard of acreage limitations, and multiple top filings. To meet this need, land office personnel will exercise greater diligence in their efforts to insure that lease offers are adequate to meet requisites of law and regulations. However, few have the necessary training or means available to identify and investigate suspect

activities. Within the funds requested for fiscal year 1964 the Bureau will begin to devise means and train personnel capable of detecting and investigating suspected irregularities, particularly in the States of New Mexico, Wyoming, Colorado, and Utah, where simultaneous filing activity is heaviest.

Requests for land title and status data, information regarding land use and acquisition, and information on the processing of pending applications constitute a significant workload. The increasing attention being given to the national land reserve and its resources is reflected in the growing number of in-person and written inquiries from individuals, groups, and governmental entities. Increased interest is being expressed in the States of Arizona, California, and Nevada. The funds requested would permit maintenance of the necessary records and public service activities in the appropriate land offices.

Continued emphasis is being given Bureau-motion classifications, sales, leases, and exchanges necessary to meet public and private land needs and to make tenure adjustments consistent with sound land management. Prompt, accurate land status information and the development of basic maps where such are lacking are essential.

(b) Field Examination and Classification: The estimate of \$3,970,000 is an increase of \$288,600 consisting of:

- (1) An increase of \$138,000 to permit expansion of exchange, townsite, and small tract programs in connection with the development of detailed land-use plans; to bring to a current status the field examination of State selection applications in Utah and Alaska; to accelerate the investigation and evaluation of mineral resources, and to expand programs for the determination of surface rights on lands needed for multiple resource management; and for the detailed analysis of additional areas and sites of the national land reserve subjected to intensive public recreation use or possessing significant recreation values, adjustment of tenure for these areas, and preparation of plans for site development, where appropriate;
- (2) An increase of \$75,200 for the investigation, reduction, and control of unauthorized extraction or removal of minerals from lands under the jurisdiction of the Bureau, and for further development of a vigorous detection and enforcement program with respect to occupancy trespass, including adjustments under the provisions of Public Law 87-851;

- (3) An increase of \$75,400 to provide for increased costs in fiscal year 1964 of the pay raise authorized by P.L. 87-793.

Need for Increase: By the end of fiscal year 1963, studies are expected to have progressed to the point where major priority action programs will have been developed and scheduled. Initial analyses have already delineated those areas where intensive rehabilitation and resource management programs will require intensified land tenure adjustment efforts, areas of heavy, application-based activity, and areas where population and economic pressures require that lands be made available in the near future to meet the needs of growing communities and economies. Programs call for the sale, exchange, or other transfer of some 900,000 acres in 1964 to meet public, residential, industrial-commercial, and recreation needs, satisfy State indemnity selections, and consummate other required adjustments. The additional funds would help the Bureau to meet these goals.

State selection applications now exceed 1,000 in Alaska, and 600 in Utah. While progress is being made in the speed-up of required field examination work related to the processing of these applications, increased emphasis is required to bring processing current.

In the development of sound land management programs, it is essential that an evaluation be made of the role of mineral resources in the State and local economy. The mineral resource inventory being conducted as a part of going studies is a significant step in this direction. However, very little basic mineral economic data is available for the national land reserve. Cost factors are changing so that remote deposits are becoming economically sound for development; population shifts are causing market shifts which affect the balance of mineral supply; transportation facilities built to serve one mineral area are triggering the development of others; and, the repercussions of the closing of a mining area need to be much more closely evaluated. Some deposits are important enough to be of national import even though the time of their development lies somewhere in the future. To assess the proper role of mineral resources in the economy and resolve conflicting land-use demands, it is necessary to conduct cooperative and contractual mineral economic studies in several States, utilizing university personnel and other recognized authorities, to provide necessary basic data. For example, negotiations are under way with the Colorado School of Mines Research Foundation for a study involving a technical and economic evaluation of so-called "dry placer" deposits of gold and iron in Arizona.

The resolution of surface rights to unpatented mining claims is a necessary prerequisite to many of the Bureau's rehabilitation and multiple-use management programs. To this end, proceedings to determine the rights of the Government to use of surface resources must be expanded in areas where it has been determined that interference of unpatented claims does or can adversely affect proper management.

The Bureau's program for the systematic inventory of unauthorized use and occupancy of the national land reserve, initiated in fiscal year 1962, is scheduled for intensive effort during fiscal year 1964. The more difficult action or abatement phase of the program will be intensified in 1964. Involved are an estimated 10,000 cases of occupancy, agricultural, right-of-way, and nuisance trespass. By proceeding against existing cases and moving promptly against any new instances of unauthorized use or occupancy, problems in the future can be reduced or eliminated. Steps taken in accordance with Public Law 87-851 will be emphasized. The requested funds would permit the intensified program required to meet and sustain these objectives.

An essential partner to the inventory and abatement of unauthorized use and occupancy is a positive program to identify and terminate the extraction of mineral and material resources without authority. Under a valid claim, the mining claimant has complete possessory interest and may extract any part or all the locatable minerals therefrom. However, instances have been reported where the claim is null and void because it is located on withdrawn land, a valid discovery is lacking, or the claim has been located for common varieties subsequent to enactment of Public Law 84-167. The additional funds would permit an expanded program to identify and promptly terminate mineral trespass cases, determine the value removed, and promptly effect settlement of payments due the United States.

The recreation program of the Bureau for fiscal year 1964 envisions the intensified inventory and analysis of areas and sites already in use or those possessing significant potential, as well as action programs leading to necessary tenure adjustments and the preparation of site plans for lands in need of high-priority Federal recreational development. The program will also provide for more adequate planning and management of recreation resources in connection with other resource management programs. The proposal includes provision for the identification and analysis of public needs, coordination and negotiation with State and other Federal agencies and local non-profit organizations; classification, appraisal, land

exchange, and other tenure adjustments; field work in response to applications under the Recreation and Public Purposes Act; and the preparation of plans for Federal site development and management, where appropriate.

Plan of Work: Fiscal year 1962 witnessed the launching of the Bureau's first program for the systematic inventory and analysis of the national land reserve. Phase I, the delineation of some 246 master or study units has been completed. Phase II, the inventory and initial analysis of the lands contained in these units, is now underway. Phase III calls for detailed land use and planning studies which, in turn, will lead to Phase IV, delineation and pursuit of action programs. Approximately 20 percent of the Phase III detailed analysis effort is expected to be completed this fiscal year, and approximately 40 percent during fiscal year 1964.

(c) Records Improvement: The estimate of \$780,000 is an increase of \$60,100 consisting of:

- (1) An increase of \$47,100 to provide sufficient total funds for simultaneous initiation of records improvement work in Wyoming and Oregon;
- (2) An increase of \$13,000 to provide for increased costs in fiscal year 1964 of the pay raise authorized by Public Law 87-793.

Need for Increase: It is expected that the revised records for the Nevada Land Office will be completed in fiscal year 1963. The increase requested will provide for the continuation of the Records Improvement project by starting the construction and installation of the revised record system for half the townships in Wyoming and most of the townships in Oregon.

Plan of Work: The new records for North and South Dakota and Nevada are scheduled for completion in fiscal year 1963. Records for Wyoming will be initiated in 1964 and are expected to take approximately two years to complete. The project also will be initiated in the State of Oregon where approximately one year and a half will be required to complete the installation. Based upon experience with the project during fiscal years 1962 and 1963 in Billings, it is contemplated that the records revision projects for these States will be conducted on a force account basis which now appears preferable to contractual arrangements used in earlier years.

Status of Program

Lands and Minerals programs continue to be the principal revenue producing functions of the Bureau of Land Management. Total receipts for the past year and those estimated for the current and budget years are as follows:

1962	\$135,105,774	<u>1/</u>
1963	504,810,000	<u>1/</u>
1964	487,752,000	

1/ Includes actual and anticipated Outer Continental Shelf oil and gas lease receipts.

(a) Title, Lease and Records Service:

During fiscal year 1962, case backlogs were reduced to a current basis in most offices. During this period, active Bureau-motion programs designed to meet the demand for small tracts were undertaken, with the resultant scheduling of public sales. The outstanding example is the Riverside, California, office where from 3,500 to 4,000 tracts are available for purchase at weekly sales. Such activity is being expanded throughout the Bureau in an attempt to meet demand as it arises. Too, increased effectiveness in the processing of simultaneous filings has been achieved. It is expected that the processing of lands and minerals cases will be continued on a relatively current basis throughout 1963-1964.

(b) Field Examination and Classification:

The existing public land pattern of the West is, with few exceptions, unplanned, being a residual following the transfer of lands under a variety of public land and mineral laws, and the creation of various special use reserves such as the national forests and parks. These residual lands are daily attaining greater importance as a reservoir of undeveloped land, a national land reserve, for intensive private and public use. Similarly, the public lands represent an important reservoir of mineral resources for both the present and future.

In order to provide a firmer basis for the many individual and application-based decisions necessary in the day to day conduct of business, a more systematic and comprehensive approach to field examination and classification was initiated in fiscal year 1962 and is now well underway.

During the next four years, it is expected that detailed studies will be made for all public lands administered by the Bureau. Work plans also call for the Bureau to maintain on a current basis all land and mineral cases requiring adjudication, classification, or investigation; complete an inventory of unauthorized use, plan and carry out action abatement programs; complete a public lands recreation inventory; complete all field examinations in connection with the Multiple Surface Use Act; intensify land exchange programs with private holders, local, State and Federal agencies to facilitate sound land management; review and evaluate existing and proposed land, mining, and mineral leasing laws and regulations within the framework of present and anticipated needs, developing new proposals in consonance with those needs; and related activities.

(c) Records Improvement:

The lands record system in use for over a hundred years is being revised and brought up to date with the installation of a modern system through the Record Improvement subactivity. The lands records are invaluable and irreplaceable. The serious physical deterioration of many of the old records and the documentary inadequacy that exists have long been recognized as a hindrance to efficient administration of the public land laws and a source of unsatisfactory service to the public. The revised records will add greatly to the efficiency of the land offices, preserve these records, prevent further deterioration, and be more convenient for use by the public.

The system has been completed for the States of Utah, Oklahoma, New Mexico, Arizona, Montana, and for the active areas in the State of Alaska. Records for active areas in North and South Dakota and the State of Nevada will be completed in fiscal year 1963. Revision of records will be initiated in fiscal year 1964 in Oregon and Wyoming.

BUREAU OF LAND MANAGEMENT

2. Management of Grazing Lands

Subactivity	F.Y. 1962	F.Y. 1963	F.Y. 1964 Estimate	Increase (+) or Decrease (-) 1964 Compared with 1963		
	Amount Available	Amount Available		Total	Pay Cost ^{1/}	Program
(a) Administration of Grazing Lands	\$3,353,475	\$4,535,300	\$4,985,000	\$+449,700	\$+98,200	\$+351,500
(b) Fire Presuppression	653,884	1,093,900	1,361,000	+267,100	+11,000	+256,100
Total	4,007,359	5,629,200	6,346,000	+716,800	+109,200	+607,600

1/ To provide for increased pay costs for fiscal year 1963 positions.

- (a) Administration of Grazing Lands: The estimate of \$4,985,000 is an increase of \$449,700 consisting of:
- (1) An increase of \$61,000 to moderately accelerate range resource inventories and dependent ranch property surveys which are basic to equitable range adjudication and proper management of the range;
 - (2) An increase of \$167,500 to accelerate range adjudication and the allocation of grazing privileges. This is the minimum increase consistent with maintaining the 10-year schedule of completing this important work by July 1, 1967;
 - (3) An increase of \$56,000 to permit expansion of range studies and cooperative research necessary to develop management criteria and guidelines for range operations and long term resource management;
 - (4) An increase of \$67,000 to enhance range use supervision urgently needed following range adjudication and the completion of range rehabilitation practices. Compliance with range use plans and control of grazing trespass is essential to insure the success of range management programs and protect the investments in rehabilitation projects;
 - (5) An increase of \$98,200 to provide for increased costs in fiscal year 1964 of the pay raise authorized by P.L. 87-793.

Need for Increase: Intensification of grazing administration activities is required to prevent damage to range resources and provide for maximum grazing use consistent with conservation needs. The need for intensification is sharply accentuated by substantial progress in resource conservation-forage production projects, the benefits of which can be quickly lost through inadequate management. Present activity levels do not provide once-a-year inspection of all grazing allotments.

Proposed increases will be used for improvement, protection, rehabilitation and development of range and related resources on 178,000,000 acres of public-owned grazing lands in the western United States and approximately 100,000,000 acres of usable livestock and big game range in Alaska. Approximately 29,000 ranching operations are dependent upon the national land reserve and directly affected by the grazing administration program. Stabilization of the range livestock industry substantially benefits the Western States and local communities since they are dependent upon the livestock industry to a high degree. The income from the 9,700,000 head of domestic livestock which harvest 15,000,000 animal unit months of forage from the national land reserve is a primary source of income in the Western States.

Big game use is estimated at 1,700,000 animal unit months of forage taken by 1,400,000 big game animals (excluding Alaska). Compatibility and optimum balance with other range resource uses is a fundamental consideration in the grazing administration plans.

Major accomplishments scheduled for 1964 include:

- (1) Range resource inventories on 17,000,000 acres. Dependent property surveys on 1,800 dependent ranch properties which support grazing licenses or permits. These provide a major portion of the basic data essential for range adjudication and management programs.
- (2) Range adjudication and allocation of grazing privileges for 72 of the remaining 330 grazing units and 864 of the remaining 4,800 dependent ranch units. Completion of range adjudication is indispensable to effective management and proper use of public rangelands.
- (3) Additional range studies will be directed toward accurate determination of range condition and trend, actual range use, proper season and degree of use, special utilization and production problems, grazing fees and user charges; range economics, special management and rehabilitation problems, range production potential, and range evaluation procedures; an increased study program in Alaska to develop techniques and criteria for range evaluations as a basis for improved management of presently grazed public lands and the expansion of the livestock industry to other suitable areas.

Studies will include reindeer and big game ranges. Cooperative research projects with colleges and other Federal agencies will be continued and expanded.

- (4) Increased range use supervision to effect closer compliance by range users with established range management programs. Grazing trespass will be reduced. Special attention will be given to treatment and/or development projects, areas and allotments in which management adjustments have been initiated.

Plan of Work: Long range objectives of the grazing administration program are based on the concept of balanced use of the range resource in consonance with soil and water conservation needs and the multiple use of public lands and resources. Reliable data obtained from resource inventories, surveys and studies provide the foundation for proper management, protection, and development of public range. To adequately supply the needs of an accelerated national program of resource conservation, additional and more accurate information is needed as a basis for long-term management of the range resource and the day-to-day supervision and direction of grazing use on the Federal range.

Resource appraisals and studies of the Federal range will include current forage production estimates, range condition and trend studies, determination of site potentials for forage production, inventories of soil and water conservation needs, forage utilization and actual use studies, wildlife investigations, fees and user charges, and range economics. Cooperative studies will be continued and expanded to perfect management and land use techniques.

Emphasis will be placed on range inventories and dependent property surveys to furnish up-to-date information as a basis for range adjudication. Completion of this phase of the grazing administration program by July 1, 1967, is a long standing Bureau of Land Management objective.

Completion of the range adjudication program permits a shift in emphasis from adjudication to intensified management of the Federal range. Grazing administration and improved management is badly needed on many of the grazing units and allotments previously adjudicated as well as those on which this work will be done by 1964. A substantial strengthening of range use supervision and the application of proven conservation and management practices is contemplated. Such action is necessary to stop further deterioration of the public range

and to insure successful rehabilitation and sustained use of the range resource. The grazing administration program will be closely coordinated with the other land use, protection, and development programs directed by the Department of the Interior as well as other Federal, State, county, and private agencies. The "Project Approach" will provide an excellent opportunity for the development of comprehensive and productive management.

The Alaska program contemplates the application of sound range management practices to approximately 2,000,000 acres of public lands presently held by private citizens under grazing lease. An additional 8,000,000 acres believed to be suitable for livestock production will be systematically classified to determine the best management practices to be applied in their use for grazing purposes in later years. Work will begin on this project in 1964.

Reindeer grazing permits will be continued for existing commercial herds. Studies will be initiated to determine the extent of reindeer range resources, their condition, and practical management. Provision is made for cooperative studies with the State of Alaska concerning other big game ranges where game populations pose a threat to public range resources.

(b) Fire Presuppression - The estimate of \$1,361,000 is an increase of \$267,100 consisting of:

- (1) An increase of \$156,100 for accelerated hazard reduction, maintenance and construction of truck trails and firebreaks;
- (2) An increase of \$50,000 for expansion of detection system;
- (3) An increase of \$50,000 for replacement and expansion of equipment complement;
- (4) An increase of \$11,000 to provide for increased costs in fiscal year 1964 of the pay raise authorized by P.L. 87-793.

Need for Increase: An orderly expansion of presuppression functions is necessary to the conduct of a more effective fire protection program. Wildfires are a constant menace and threat to the conservation of the public land resources. Nearly 60 percent of the range fires are man-caused, and as population increases, it is logical to assume that man-caused fires will increase.

Presuppression activities need to be expanded to a level where adequate forces of well-trained and properly equipped fire control people are strategically placed to travel to and suppress any fire which starts. Inadequacy of this phase of the program results in increased fire suppression costs and increased damage to the lands and resources. These measures will also provide faster access to presently inaccessible areas for fire protection.

Obsolete equipment will be replaced and additional equipment, tools and supplies purchased for increased capacity for faster and more effective suppression. Temporary lookouts will be constructed in areas of high fire danger and risk.

The fire control organization will be strengthened through increased Bureau and interagency training programs for development of supervisory and suppression personnel, accelerated training of fire control personnel in fire fighting techniques and the interpretation and application of weather information as it pertains to fire behavior. Public education and training will be emphasized to reduce man-caused fires and to develop public awareness of the devastating effects of fire in cooperation with other fire protection agencies.

Fire detection and reporting systems will be extended for faster initial attack and reporting. Additional fire weather stations will make available current local weather information to better enable the fire control organization to attack fires with complements of force consistent with prevailing fire weather and fuel conditions. This program in the past has increased substantially the effectiveness and efficiency of suppression efforts.

Status of Program

This activity is responsible for the planning and direction of the overall Bureau of Land Management range management and protection programs. It must be coordinated with all other resource programs of the Department, and the many other Federal, State, county, and private programs relating to land conservation and use in the public land States.

A central factor contributing to progress in grazing administration and its role in the varied programs it affects is the program of grazing adjudication. An intensive ten-year program to complete adjudication will be in its seventh year in fiscal year 1964. Information gathered over the past three decades has contributed to substantial accomplishments to date. In these last years of the program, the more difficult areas where little data is available are left and these will require concentrated effort to satisfy the basic requirement of administration consistent with the Taylor Grazing Act. Once adjudication is complete, substantially increased use supervision will be essential to follow through on the purposes and value of adjudication.

The status of range adjudication and related surveys follows:

	<u>Total job</u>	<u>Estimated Accomplishment</u>	
	<u>1/</u>	<u>By end 1963</u>	<u>During 1964</u>
Resource Surveys	206,212,000 acres	81%	8%
Dependent Property Surveys	18,276 operators	73%	5%
Adjudications	18,276 operators	74%	12%

1/ Includes 48,376,000 acres of intermingled private and other land

Condition and trend studies are conducted to provide complete coverage of the 157,836,000 acres of Federal range and 48,376,000 acres of intermixed private and other land every five years. Therefore, approximately one-fifth of the total (41,042,000 acres) is studied each year. The expected annual completion is on schedule. Utilization studies and actual use studies should be conducted annually on all of the 2,365 grazing units. Past accomplishments have met only about five percent of the total annual need. Other studies such as economic studies to provide a basis for grazing fee determinations are only in the preliminary stage of completion and therefore require substantial expansion to meet the need.

Range use supervision including range inspections, and trespass control adequate to insure compliance with licenses, permits, leases, and management plans is presently conducted at a level well below that required to protect the lands fully from overuse, unauthorized use, and other grazing abuses.

This activity also provides for preparedness in prevention, detection and suppression of fires on approximately 178 million acres of public lands in the Western States. Risk and incidence of fire on these lands continues to increase with more public use. Greater preparedness and expansion of fire control forces will improve fire suppression efforts.

A comparison of annual programs reflects significant progress in resource protection. During calendar year 1960, 723 fires burned 235,776 acres causing nearly \$1.7 million damage to lands and resources with suppression costs of about \$3.1 million. For the same period in 1961, 838 fires burned 140,387 acres causing nearly \$1.5 million damage to lands and resources with suppression costs of about \$2.8 million.

BUREAU OF LAND MANAGEMENT

3. Forestry

Subactivity	F.Y. 1962 Amount Available	F.Y. 1963 Amount Available	F.Y. 1964 Estimate	Increase (+) or Decrease (-) 1964 Compared with 1963		
				Total	Pay Cost ^{1/}	Program
(a) Western Oregon Lands	\$3,494,706	\$4,355,900	\$5,135,000	\$+779,100	\$ +79,900	\$+699,200
(b) Public Domain	3,536,326	3,942,400	4,369,000	+426,600	+63,300	+363,300
Total	7,031,032	8,298,300	9,504,000	+1,205,700	+143,200	+1,062,500

1/ To provide for increased pay costs for fiscal year 1963 positions.

(a) Western Oregon Lands: The estimate of \$5,135,000 is an increase of \$779,100 over the amount available for fiscal year 1963.

In the interest of efficiency and improved forest management, the three highly comparable classes of forest land in Western Oregon found west of Range 8 E., Willamette Meridian - namely the Oregon and California Railroad Grant lands, Coos Bay Wagon Road lands and public domain lands - now are managed as one under a common standard. Consequently, the former subactivity "O&C Lands", which included the O&C and CBWR lands, has been broadened to include public domain and entitled "Western Oregon Lands." Funds for the additional lands are included within the FY 1963 total shown above in the amount of \$447,500. The increase of \$779,100 is programmed as follows:

- (1) An increase of \$536,200 to complete emergency salvage program resulting from October 12, 1962 windstorm and maintain other programs at minimum levels;
- (2) An increase of \$163,000 to meet rising contract fire protection costs and to remove snags, dispose of slash, and construct firebreaks;
- (3) An increase of \$79,900 to provide for increased costs in fiscal year 1964 of the pay raise authorized by P.L. 87-793.

Need for Increase: A new inventory encompassing the three classes of forest land in Western Oregon administered by this Bureau was completed in July 1962, resulting in an approximate 18 percent increase or 177 million board feet above the allowable cut announced in 1959. Initial sale of the larger cut is scheduled for FY 1963 in order to meet statutory requirements by offering the full sustained yield from these lands. However, sale of this larger cut can not be continued properly through the years except with a similarly broadened program of forest management. Planning of access and securing of easements, basic plans, and trespass work should be expanded and accelerated to meet the more rapid sale of timber as authorized by the larger allowable cut. At a time when these basic aspects of forest management most need attention, requirements will not be met in FY 1963.

As a result of the October 12, 1962 windstorm it is estimated that in excess of one billion board feet of concentrated blowdown losses were suffered on lands administered by the Bureau in Western Oregon with a possible like amount in scattered and isolated losses. The Douglas fir bark beetle will attack the down and broken trees in the spring of 1963, develop broods in them during the 1963 growing season, and emerge, to attack standing green timber in the spring of 1964. After that date epidemic buildups in beetle population may be expected.

The only economically feasible measure to prevent this insect epidemic and resultant losses, which could be even greater than the initial storm damage losses, is prompt removal of the down timber before insect emergence in 1964. In cooperation with industry and other public agencies, an emergency salvage program was developed to minimize losses from this windstorm by removal of the damaged timber prior to the summer of 1964 and yet maintain the sensitive market balance in the lumber industry. Because of the potential losses involved, the 1963 timber sale program in Western Oregon was completely readjusted and directed entirely toward this salvage program causing major imbalance within the program. In salvage areas not originally scheduled for sale, access must be secured and sales prepared and sold in a matter of months; functions which are normally programmed over a three year period.

The 1964 program in Western Oregon must also be directed toward this objective. The more difficult and less accessible salvage areas will be processed in 1964. The 1964 program will offer little opportunity to correct the resulting imbalance within the program.

No factual data exists for projecting economic losses that will develop by our failure to get all salvage material off the ground by spring 1964. However, based on the experience of the 1951 beetle epidemic no question exists on the seriousness of the situation.

Apart from the needs for increased forest management in quantitative terms as a result of the increased allowable cut and emergency salvage program, a series of qualitative factors are increasing the requirements upon management. Greater demands by the public as well as the timber operators for fuller use of the resource requires complex, detailed planning to insure a balanced, multiple use program. Developing a timber drainage for harvesting and restoring a saw timber crop is no longer adequate in itself. All management plans must take full cognizance of the land potential. Roads must be designed to serve the recreational public as well as the timber industry. Timber cutting practices must be established that protect the soil and watershed values, consider wildlife habitat, and preserve scenic values, while providing for efficient timber harvesting and for conditions conducive to the establishment of the next crop on a genetically superior basis.

Over the years the status and use of Western Oregon timber has changed and timber management has become more complicated. Many private timber holdings have been depleted making Federal timber an increasingly important source of raw material to the entire industry. Recent timber sale regulation changes have been made to reduce the capital outlay by timber sale purchasers and consequently help stabilize communities dependent upon the forest industry. These regulation changes will increase sale supervision costs. The access program of the past few years has provided permanent access to many tracts of timber lands making it possible to refine management plans to a degree heretofore impossible. Greater effort is now being expended in the silvicultural aspects of timber harvesting. The expanding road system makes it possible to log small concentrations of salvage timber that in past years would have been lost. These and other refinements have contributed to increased allowable cuts and in the past two years have resulted in a 13 percent decrease in the size of the average sale. To obtain the allowable cut, even without the recent increase, more sales are necessary, each requiring planning, layout, appraisal and sales supervision.

With the evolution described above, two requirements are emerging which are mandatory to the sustained yield management of these lands and to the future of the regional economy increasingly dependent upon them. First, natural reforestation must be supplemented

by planting and seeding. Elimination of the existing backlog in reforestation is scheduled for completion in fiscal year 1967 and requires a continuing substantial investment to insure the orderly and full development of future crops. Second, methods of past management are not adequate to the development and use of the next crop--the second growth--which involves problems already present for current solutions.

The salvage program, the recent increase in allowable cut, improved quality in resource management, current demands, and actions necessary now to insure continued crops in the future, all require an immediate enlargement in forest management, development, and protection work.

Plan of Work: Forestry activities conducted on the Western Oregon forest land include the three major functions of forest management, forest development, and forest protection as described below:

(1) Forest Management

The estimate includes \$4,211,000 for this function which is an increase of \$536,200 over the amount available for fiscal year 1963 exclusive of increased pay costs. Forest Management is composed of the following:

Management Plans - all presale activities involving mapping; designation of timber cutting area sequence; exploration of road locations; analyzing timber condition including stand maturity, insect activity, preservation of forest, diseases and other limiting factors; dovetailing recreation, public use, soil conservation, wildlife and fish needs, community stabilization, industrial needs and any other demand that must be reflected in the harvesting program.

Forest management plans must be completed and access acquisition initiated at least five years prior to the date of the timber sale. Offering the increased allowable cut and the salvage program in fiscal year 1963 will make serious inroads into these technical data stockpiles. Amplified public use will involve a greater investment of manpower in quality planning than has been needed in past years. Previously planning needs were less complex; a qualified forester could economically design a log stringer bridge with local materials to

span a remote stream. Today the user public follows road construction crews into these heretofore isolated areas to ferret out fishing spots and camping areas. Recognizing this multiple use factor requires time consuming design and construction of safe, mainline roads and permanent bridges that are planned so as to best serve both the Federal and intermingled private lands.

Inventory - accumulation of all technical data on the land and timber conditions. Requires highly complex measurements and control of the amount and kind of resource involved. No management plans or harvesting can be completed for a sustained yield operation without an adequate, sound inventory. The inventory program for fiscal year 1964 will be on a maintenance basis.

Access - the obtaining of necessary legal rights to use or build roads over private, state and Federal lands. It requires recognition of all uses these roads will be put to, reflecting a considerable investment of engineering and field time plus time consuming negotiations for rights from intermingled land owners.

Access needs for fiscal year 1964 will be directed primarily toward access for salvage sales.

Granting of Access - the furnishing of rights to cross lands or use roads of the Federal Government. As the Federal road pattern expands, adjacent land owners are stimulated to develop and harvest the resources of their own lands. The granting of access not only is time consuming but, by its nature as a service to the public, it often takes precedence over other programmed work. It is expected that 250 new access permits will be issued for the construction and/or use of approximately 350 miles of road.

Trespass Control - the discovery, investigation, and resolution of both unintentional and intentional trespass timber cutting on Federal lands. As more roads are constructed and more area exposed to public use the trespass activity increases proportionately. Unless prompt decisive action is taken, successful prosecution is seriously jeopardized and costs to the Government may exceed damage compensation. Adequate stewardship of the Federal lands is premised on full trespass control. During fiscal year 1962, 93 confirmed trespass cases were closed but 83 new confirmed cases were brought to light resulting in a net reduction of only 10. The volume and value of the 93 cases were 3,200 MBF and \$58,000 respectively

(trespass statistics reflect only O&C and CBWR lands). The 1967 deadline for elimination of the backlog will be delayed at least two years because of the salvage program. Trespass activity will be at a minimum or token level in 1964.

Timber Sales - the processing and marketing of the full allowable cut plus any salvage, prelog, thinning timber or other material that normally is lost to the convertor and to the Government unless systematically extracted.

Timber sale offerings will emphasize removal of the balance of the down and damaged timber resulting from the October, 1962 windstorm. So as to maintain the economic balance of the lumber industry it is planned to incorporate this salvage material into the timber sale plan and not exceed the annual allowable cut of 1,127,000 MBF. The volume, sale price, and receipts for O&C and CBWR timber sold during fiscal years 1960-62 and estimated sale price and receipts for O&C, CBWR and PD timber for fiscal years 1963 and 1964 are as follows:

<u>Fiscal Year</u>	<u>BLM Sales</u>		<u>Receipts</u>	
	<u>Volume Sold MBF</u>	<u>Sale Price</u>	<u>BLM</u>	<u>Forest Service</u>
1960*	1,005,897	34,387,039	\$29,521,537	\$4,306,625
1961*	991,842	26,261,765	26,424,830	3,441,245
1962*	917,706	22,691,695	27,995,977	4,074,580
1963 (est) **	1,127,000	28,175,000	26,600,000	4,000,000
1964 (est) **	1,127,000	28,175,000	27,500,000	4,000,000

* O&C and CBWR only

** O&C, CBWR and PD west of Range 8 E.W.M.

While timber sale offerings are increasing in volume, the sales program becomes more difficult to achieve each year because: (a) the individual sales are becoming smaller and are being pushed back into more remote, rugged, and less accessible terrain; (b) cruise and appraisal of timber for cutting is becoming more complicated because of industry's changing utilization standards; and (c) the sales program is dependent upon all other aspects of forest management and any inadequacies in other work tend to disrupt planned sales.

From the standpoint of a dependent timber industry it can be pointed out that the full allowable cut has been offered and sold for the last nine years.

Supervision of Timber Sale Contracts - the followup activity after a sale is made to insure all contractual requirements are met and the lands are readied for prompt regeneration of the subsequent crop.

Supervision of timber sale contracts will involve more personnel field time because of recent regulation changes and the salvage program. The advent of the SBA road loans to help the small operator compete equitably for contracts involving large road construction requirements; reduction of size of contract installments; permitting operators to fell timber against a bond; extension of contract life and guarantees on contract boundaries are all factors contributing to greater cost of sale supervision.

(2) Forest Development

The estimate includes \$150,000 which is the same as the amount available for fiscal year 1963, exclusive of increased pay costs. This amount represents the Government's direct contribution to the reforestation of lands in Western Oregon. \$700,000 is also made available for this program under the receipt limitation appropriation "O&C Grant Lands."

It is estimated that the program will provide for the reforestation of 21,000 acres. Annual growth to be gained by this reforestation is approximately 10.5 million board feet valued at current market prices at \$262,000. If the area was left to reforest satisfactorily by natural means a total growth value loss in excess of \$3 million could result. The annual employment in the lumbering industry resulting from the 1964 reforestation effort is estimated to be 126 man years.

The productivity to be gained by reforestation is indicated above on an annual basis. Thus, a year's deferral of this work would be reflected in eventual "growth" losses that would mean loss of revenue, employment, and raw material for the forest industry. In addition, excessive delay in placing a denuded area into crop production results in heavy brush fields. Clearing such areas prior to reforestation is necessary, adding this expense to the economic cost of growth losses. Immediate adequate reforestation is fundamental and should be performed consistently as an "after-sale" phase of the forest management program.

Goals have been set forth to eliminate the backlogs of acres needing reforestation on O&C lands by fiscal year 1965. At the level of operations indicated, it is estimated that the elimination of the total planting backlog in Western Oregon will be accomplished by 1967. The extension of the Western Oregon deadline beyond that applicable to O&C lands is occasioned by the inclusion of PD and CBWR lands.

This program necessarily includes site improvement work (primarily brush clearing) resulting from delays in reforestation work. Failure to place the depleted acreage back into timber production within the prescribed period incorporated in the calculation of the allowable cut can result only in a commensurate future reduction of the allowable cut. The reforestation program for Western Oregon lands is as follows:

Plans and Surveys	123,000 Acres	\$116,000
Site Improvement	3,300 Acres	62,000
Reforestation	21,000 Acres	595,000
Stand Improvement	1,000 Acres	<u>77,000</u>
Total		850,000
Less O&C Grant Funds		<u>700,000</u>
Total program this appropriation		150,000

(3) Forest Protection

The estimates include \$774,000 for this function which is an increase of \$163,000 over the amount available in fiscal year 1963.

The increase is needed to provide for rising contract and service costs as well as a need to remove standing unmerchantable dead trees, which form a fire hazard. The increase will provide for the construction of additional high priority firebreaks, for the purpose of safeguarding advance reproduction in selected areas of high fire occurrence and for additional inspection and supervision required to fully implement the fire contracts. Slash disposal and snag felling are planned on 4,700 acres. Development and maintenance of 50 miles of fire trails are planned to decrease fire hazards and to gain rapid access for prompt suppression action.

Contracts for fire protection are negotiated with the State of Oregon and the Forest Service on a rate per acre that is based on their cost experience. Through these contractual arrangements, BLM avoids duplicating existing fire organizations. The Bureau contributes to presuppression and control measures by removal of snags, slash disposal and development of fire trails. The program estimate for fiscal year 1964 is as follows:

Contract Protection	\$620,000
Snag felling, slash disposal and fire trails	108,000
Supervision and Inspection	<u>46,000</u>
Total	774,000

(b) Public Domain (excluding Western Oregon)

The estimate of \$4,369,000 is an increase of \$426,600 over the amount available for fiscal year 1963. The amounts shown for fiscal year 1963 are reduced to the extent of the amounts applicable to public domain areas in Western Oregon as indicated under the preceding subactivity. The additional funds are programmed as follows:

- (1) An increase of \$168,300 to provide minimum inventory, management plans and access development; to offer 14 million board feet of timber sales over the anticipated 1963 level;
- (2) An increase of \$156,000 to provide for the fire control needs of a normal fire year in Alaska;
- (3) An increase of \$39,000 to meet rising contract fire protection costs and to remove snags which create a fire hazard;
- (4) An increase of \$63,300 to provide for increased costs in fiscal year 1964 of the pay raise authorized by P.L. 87-793.

Need for Increase: The program begun in fiscal year 1962 to bring the public domain lands under sound forest management requires sustained and increased effort to accomplish the following: (a) completed forest inventories by fiscal year 1965 as this basic data must be accumulated before complete management can be initiated; (b) completed reforestation surveys by fiscal year 1965 to permit the reforestation of non-productive forest lands by fiscal year 1970; (c) advanced planning of roads and necessary acquisition of access rights as these requirements should be accomplished five years before actual timber harvesting begins; (d) reforestation projects and purchase of planting stock and seed to provide for orderly restoration of denuded lands to productivity; (e) interim harvest cuts prior to completion of forest inventories at a substantially increased volume to reduce mortality losses in overmature timber and to sustain a dependent industry, (f) increased trespass control to reduce cases at a rate that will eliminate the backlog by fiscal year 1967; (g) rising contract and service costs and expanded snag felling on public domain forest lands, and (h) expansion of the Alaska fire control organization to meet adequately all normal year requirements.

Plan of Work:

(1) Forest Management - PD

The estimates include \$1,973,000 for this function which is an increase of \$168,300 over the amount available for fiscal year 1963, exclusive of increased pay costs. This function includes the following activities:

Management Plans - involving all presale activities such as mapping; sale layout and harvesting sequences; road location exploration; analyzing timber stand and conditions; correlating other uses and needs such as recreation, watershed, soil utilization and community stabilization.

Inventories - where all technical data on land and timber conditions are accumulated and assembled. Approximately 60 percent of forest inventories are in various stages of completion. It is estimated 1,547,000 acres remain to be examined at the beginning of fiscal year 1963.

Access - involving the acquisition of access rights as well as the granting of permits for use. On public domain lands a serious deficiency exists in available access for adequate resource management. The program provides for obtaining easements or rights-of-way involving about 400 miles of road and granting 175 permits for road use or crossing representing about 200 miles.

Trespass - involving all aspects of unauthorized use. Trespass control activity must be sustained at an acceptable level to maintain any pretense of resource management. Orderly harvesting of designated stands is seriously affected by uncontrolled trespass. Known trespass cases, like barren acres, can not be neglected indefinitely without eventual costly remedial action resulting. The requested funds provide for processing of approximately 246 trespass cases valued at about \$190,000. This is approximately the same number expected to be processed in fiscal year 1963.

Timber Sales - the processing and marketing of mature and overmature as well as diseased and bug infested material at a rate considerably under the estimated allowable cut. Sales can be increased to the benefit of dependent industry and the Federal Treasury pending the completion of the inventory program.

127 million board feet (valued at about \$1,335,000) will be offered which is an increase of about 14 million board feet over fiscal year 1963. The volume and receipts for all public domain timber sold for fiscal years 1960-1962 and estimated volumes and receipts for public domain other than Western Oregon for fiscal years 1963 and 1964 are as follows:

<u>Fiscal Year</u>	<u>Volume Sold (MBF)</u>	<u>Sales Price</u>	<u>Receipts</u>
1960*	193,265	\$3,290,511	\$2,531,175
1961*	141,288	2,305,100	2,259,682
1962*	147,484	2,037,695	2,664,923
1963(est)**	113,000	1,200,000	1,400,000
1964(est)**	127,000	1,335,000	1,300,000

* includes Western Oregon P.D.

** excludes Western Oregon P.D.

(2) Forest Development

The estimate includes \$382,000 which is the same as the amount available for fiscal year 1963, exclusive of increased pay costs.

In the past reforestation of cutover public domain timber land has largely been left to natural means. Such natural reforestation is only partially successful on the better forest sites leaving a large acreage to be reforested artificially. Of the more than 200,000 acres of commercial forest land cutover and denuded by fire, insects, and the other causes since 1950, it is roughly estimated that one-half of this area will still be in need of treatment at the end of fiscal year 1963.

This represents the third year of an integrated program. Scheduling of surveys, site preparation with brush eradication and scarification, procurement of necessary seed, contracting of seedling production and then actual contracting labor crews to stock the sites

is a complex planning job that can be seriously disrupted by level of funding, availability of seed stores, etc., for example, when a site has been prepared by brush disposal, unless stock has been produced beforehand and crews readied for planting the eradication costs can be wasted within one year because of brush and grass reinvasion.

This annual growth loss from the unstocked public domain forest lands is estimated to be at least 20 million board feet annually having a value of \$210,000. If these unstocked lands were left to reforest naturally a total growth loss valued at \$3,000,000 could result. The annual ~~employment~~ loss in the lumbering industry resulting from the unstocked P.D. lands is estimated to be 240 man years. In addition to calculated monetary losses from timber growth, there is a tremendous potential loss of soil from denuded areas which at this time can not be assessed in monetary terms. The reforestation program for 1964 is as follows:

Plans and Surveys	168,000 Acres	\$139,000
Stand and Site Improvement	5,040 Acres	111,000
Reforestation	2,850 Acres	<u>132,000</u>
Total Program		382,000

(3) Forest Protection, Western States

The estimate includes \$836,000 for this function which is an increase of \$39,000 over fiscal year 1963, exclusive of increased pay costs.

\$5,000 of the increase is needed to cover increased contract costs and the inspection and servicing of contracts. \$34,000 will be used for felling snags on 1,900 acres on high fire hazard areas and for the development and maintenance of fire trails. This work will be accomplished by local labor contracts. This function provides for contract fire protection by public and private fire control agencies on more than 3.2 million acres of public domain forest land. Contracts for fire protection are based on a rate per acre that is figured from the average of several prior years' experience. Negotiations of some contracts may involve amounts in excess of the average, due to the severity of the fire season immediately prior to the contract year. The acreage and estimated costs for fiscal year 1964 are:

<u>State</u>	<u>Acres Under Contract</u>	<u>Estimated Costs</u>
California	1,789,755	\$ 535,000
Idaho	519,582	75,000
Minnesota	39,630	3,000
Montana	247,300	42,000
New Mexico	65,323	5,000
Oregon (East of Range 8 E., W.M.)	411,414	78,000
Washington	150,000	45,000
Supervision		<u>53,000</u>
Total	3,223,004	836,000

(4) Forest Protection, Alaska

The estimate includes \$1,178,000 for this function which is an increase of \$156,000 over fiscal year 1963, exclusive of increased pay costs.

The additional funds will be used to: (a) expand the fire protection organization, approach a more reasonable operations level under present conditions, (b) intensify training of personnel in the techniques of fire suppression and accelerate public education to reduce man-caused fires, (c) replace one aircraft, and (d) cooperate and help research organizations in developing and perfecting a fire detection system for Alaska.

Fire control activity in Alaska must be expanded to meet the demands of a normal fire year. It is believed this can be accomplished at a presuppression cost of less than one cent per acre. However, such a base would not provide adequate protection when the severity of the season exceeds the normal. Increased organizational depth, an improved detection system, and a strengthening of ability for faster initial and followup attack are necessary to provide normal year protection.

The subcontinental size of Alaska makes early detection and prompt suppression of fires difficult. The 225 million acres of lands in Alaska requiring protection from fire extend over an area 1,000 miles long, broken by high mountain ranges. The Alaska Highway

System of little more than 5,000 miles, provides limited access. Inaccessibility and remoteness of the majority of the land requires heavy reliance on aircraft for detection and transportation of fire fighting personnel.

Rapidly increasing population and recreational use places the lands and resources in greater jeopardy from fires, and creates a need for higher protection standards. Higher values are being placed on Alaska's forest resources as a result of increased interest in pulpwood production.

Increasing State and National interest in recreation and wildlife requires more intense protection of Alaska wildlife habitat. Alaska is one of the major waterfowl nesting grounds of North America, and it contributes heavily to all major continental flyways.

Status of Program

The timber industry of our Western States is becoming increasingly dependent upon the Federal forests for their sustained raw material source. The Federal forest lands administered by the Bureau in these Western States comprise approximately 155 million acres by the latest inventory data.

While recognition must be given to immediate industry and dependent community needs, the basic functions of resource management to sustain and increase our forest land productivity for future generations can not be deferred.

Management plans imperative for the orderly economic management of these forest lands must be formulated at least five years prior to harvesting given areas. Road access and engineering are two of the critical facets of this planning. The emergency salvage program in Western Oregon, has drastically reduced the effort that should have been expended in basic planning. On the public domain lands a very serious dearth of such plans exists; access is often acquired just prior to timber sale offerings. Continuation of these practices precludes efficient resource management and encourages what may prove to be costly mistakes. Unless maintained at a minimum level, a serious hiatus will develop for the fiscal year 1965 sale program.

An important management tool having a direct bearing on adequate forest management is trespass control. Expanded demands for forest materials increase the incidence of unlawful cutting of Federal timber. In fiscal year 1962, 200 confirmed cases were closed but 173 new confirmed cases were recorded, resulting in a net reduction of only 27 cases. It is estimated 660 known cases valued at \$400,000 will be backlogged at the beginning of fiscal year 1964. The emphasis on the salvage program will result in a minimal trespass program and no reduction in the backlog is foreseen.

Timber sale offerings are planned at a new high of nearly 1.3 billion board feet with anticipated sales values totaling nearly \$30 million. This program is potentially capable of providing 16,500 man years of employment with a contribution to the National economy of about \$600 million. The success of the sales program may be indicated by the fact that over 95 percent of fiscal year 1962 timber sale offerings were purchased by industry despite depressed condition of the lumber industry.

No forest management plan can be initiated without assurance of successful reforestation of denuded sites. On the O&C land under this level of programming all commercial forest sites adaptable for reforestation will be back in production in fiscal year 1965. The program on public domain lands is barely off the ground. Surveys and site preparation work are receiving the emphasis in addition to procurement of tree seed and planting stock for implementing the second phase of the plan. It is planned to have all suitable barren forest acreage in production by fiscal year 1970.

Failure to obtain the minimal regeneration can result in a mandatory reduction of allowable cuts in future years and an annual calculated loss of revenue on the forest lands administered by the Bureau of approximately \$472,000. The effect on the Nation's economy is estimated to be a loss of about \$10,000,000 yearly. Protracted delays in reforestation increase the costs of successful reforestation because of grass and brush invasion and also increase soil erosion and siltation of community water sources.

The protection program is coordinated with forest management activities, which provides sustained administration of the 2.4 million acres of O&C, CBWR and PD lands in Western Oregon. Increased supervision and inspection of the important forest protection contracts have made for effective control of fires.

The protection program in Alaska is being expanded as funds permit. Smokejumpers' facilities have been constructed. Chemical bombing planes have been introduced. Cooperation in the development of better fire detecting devices is being carried out. Aerial equipment and techniques are being improved, and a program for testing equipment is being speeded up. A "Keep Alaska Green" program has been initiated, as well as a public fire educational program. Cooperation with State and other public agencies is being aggressively pursued.

More than 3.5 million acres of public domain forest land outside of Western Oregon and Alaska receive fire protection during fiscal year 1963. A substantial effort was made to increase supervision and inspection of contracts to insure prompt action on fire and reduction in damage to lands and resources. Major accomplishments were made in snag felling and removal of unmerchantable timber which creates fire hazards and harbors harmful insects and diseases.

BUREAU OF LAND MANAGEMENT

4. Cadastral Surveys

Subactivity	F.Y. 1962	F.Y. 1963	F.Y. 1964 Estimate	Increase (+) or Decrease (-)		
	Amount	Amount		1964 Compared with 1963		
	Available	Available		Total	Pay Cost ^{1/}	Program
(a) Public Land States, except Alaska	\$2,132,254	\$2,573,000	\$2,940,000	\$+367,000	\$+67,000	\$+300,000
(b) Alaska	1,532,411	1,934,600	1,650,000	-284,600	+15,400	-300,000
Total	3,664,665	4,507,600	4,590,000	+ 82,400	+82,400	-0-

^{1/} To provide for increased pay costs for fiscal year 1963 positions.

(a) Public Land States, except Alaska: The estimate of \$2,940,000 is an increase of \$367,000 consisting of:

- (1) An increase of \$300,000 which will provide for the completion of approximately 208,000 additional acres of surveys, resurveys, special surveys, and small tract and townsite surveys;
- (2) An increase of \$67,000 to provide for increased costs in fiscal year 1964 of the pay raise authorized by P.L. 87-793.

Need for Increase: It is necessary to substantially increase cadastral surveys in support of the major resources inventory and multiple use programs of the Bureau. The 1964 program will emphasize surveys, resurveys, special surveys, and small tract surveys needed for: (1) development of mineral resources, particularly through oil and gas leasing; (2) management of timber lands and settlement of timber trespass cases, the identification of tracts for timber sales, timber salvage operations and reforestation; (3) re-establishment of selected corners marking the boundaries of the public lands; and (4) population and industrial expansion of western towns and cities.

A comparison of surveys accomplished and programmed follows:

	<u>1962</u>	<u>1963</u>	<u>1964</u>
Acres	1,713,000	2,030,000	2,238,000

A great deal of the additional work will be directed to the accomplishment of cadastral surveys necessitated by the great blowdown of mature timber which occurred in Oregon, Northern California, and Washington this past fall. Cadastral surveys to delineate many of these potential timber sale areas in these states have been deferred temporarily because of poor market conditions. Because of the blowdown, immediate action to accomplish the surveys needed for the sales is forceably imposed upon the Bureau in order that the timber be salvaged before biological processes destroy the fallen trees. It is imperative that action be taken to remove the timber before June 1964; therefore, the surveys must be accomplished this coming field season.

Plan of Work: A summary of the 1964 program is presented below:

1964 Cadastral Survey Program, Western States

<u>Purpose of Surveys</u>	<u>Approximate Area in Acres</u>	<u>Field Party* Days</u>
1. Forest Management	805,000	3,530
2. Range, Minerals, and Multiple Use Programs	980,000	2,085
3. Small Tracts and School Transfers	453,000	1,756
4. Miscellaneous Surveys and re-establishment	Not measurable in acres	560
Totals	2,238,000	7,931

*For purpose of definition a field party normally consists of a Chief of Party and five subordinate survey aides.

It is anticipated that the majority of the surveys will be accomplished by ordinary ground methods. However, the use of electronic measuring devices and photogrammetric methods will be adopted wherever feasible. Wherever it is found more economical, survey crews operating in rugged or undeveloped areas will be transported by helicopter. The program of extending the public land surveys over those areas yet unsurveyed by means of protraction diagrams will be pursued vigorously. Protraction surveys are useful to management for purposes short of conveyance of title.

(b) Alaska: The estimate of \$1,650,000 is a decrease of \$284,600 consisting of:

- (1) A decrease of \$300,000 in the program of State Selection surveys;
- (2) An increase of \$15,400 to provide for increased costs in fiscal year 1964 of the pay raise authorized by P.L. 87-793.

Although the State Selection program will be slowed to a considerable extent, it is felt that it is more amenable to delay than the more demanding Western States fiscal year 1964 program. Therefore, the indicated decrease in programmed activities is directed entirely to the Alaska cadastral survey program.

Plan of Work: A summary of the 1964 program follows:

1964 Cadastral Survey Program, Alaska

<u>Purpose of Surveys</u>	<u>Approximate Area in Acres</u>	<u>Approximate Miles of Survey Line</u>	<u>Field Party Days</u>
1. State Selections	2,350,000	2,025	4,870
2. Smaller Areas	33,000	(not measurable in miles)	200

Survey work in Alaska is characterized by the adoption of new concepts, methods and equipment, especially in the State selection program where Congress has authorized departure from the established method of surveying and disposing of the public land. The

use of electronic measuring devices, photogrammetry, and the adequate monumentation now employed are some of the ways the Bureau is providing for the survey of exterior boundaries of State selections on a rapid and economical basis.

Status of Program

The rectangular system of public land surveys was inaugurated by the Continental Congress in the Land Ordinance of May 20, 1785, and clarified and strengthened by modifications from 1785 to 1832. Further refinements of practice and improvements by the application of modern methods have been made but the principle and purpose remain the same. Under basic law it is the exclusive function of the Bureau of Land Management to complete the official survey and resurvey of the public domain as it exists today, regardless of administrative jurisdiction.

At its maximum extent, the original domain consisted of 1.8 billion acres, or about 79 percent of the total land area of the continental United States. The rectangular system of surveys has now been extended over some 1.3 billion acres of this vast area. Of the one-half billion acres remaining to be surveyed, more than three-quarters is in Alaska. The rest is to be found in the eleven Western States, much of it in areas which until recently were thought to be inaccessible.

About 55 percent of the area of the public land States, other than Alaska, is owned by the Federal Government. In much of this area the surveys were made nearly a century ago and were marked by wooden stakes or other non-permanent materials which have since been obliterated by the elements or by man-made developments. It is necessary to redefine these boundaries in order that the lands may be properly identified for effective management purposes. There is an urgent need for the resurvey of some 50 million acres. During the past fiscal year a total of 1,488,153 acres of surveys and resurveys was officially accepted. Approximately 63 percent of this area was represented by resurveys. In addition, 3,785,424 acres of surveys and special surveys were completed on the ground. This included 2,767,000 acres of Alaska State selection surveys. These are not yet processed to the point of official acceptance. Numerous other surveys, which were not measurable on an area basis, were completed during the same period.

In order to more adequately provide for effective management of public lands not yet surveyed on the ground the Bureau has initiated a project to extend the rectangular system of land surveys by means of protraction diagrams. Designed as only a temporary measure to afford the basis for a description of lands in most of the phases of administration of the public lands short of transfer of title, the system has worked successfully and will continue to be utilized until all regular surveys can be completed and corners established on the ground.

Last year over 58,000,000 acres of protraction surveys in Alaska, 4,500,000 acres in Utah, 3,000,000 acres in Wyoming, 161,000 acres in Washington, and 103,000 acres in Colorado were completed and officially approved. All protraction surveys are now completed in the States of Alaska, Arizona, Montana, New Mexico, and Utah.

The Outer Continental Shelf Lands Act was passed on August 7, 1953. Since that time the Bureau has had the responsibility of preparing leasing maps for those areas offshore of the various States where mineral exploration and development have occurred. Delineation of millions of acres of the Outer Continental Shelf off the coast of Louisiana and Texas has been accomplished. Increased activity in this direction is anticipated in the 1964 fiscal year in the areas offshore of California, Oregon, and Washington.

Oil and gas applications have been filed for water-covered areas along the coast of Alaska. If development proceeds seaward, future applications may include Outer Continental Shelf lands thus obligating the Bureau to prepare leasing maps for the delineation of individual tracts.

BUREAU OF LAND MANAGEMENT

5. Soil and Moisture Conservation

Activity	F.Y. 1962 Amount Available	F.Y. 1963 Amount Available	F.Y. 1964 Estimate	Increase (+) or Decrease (-) 1964 Compared with 1963		
				Total	Pay Cost <u>1/</u>	Program
Soil and Moisture Conservation	\$6,345,418	\$10,131,500	\$11,470,000	\$+1,338,500	\$+90,500	\$+1,248,000

1/ To provide for increased pay costs for fiscal year 1963 positions.

The estimate of \$11,470,000 is an increase of \$1,338,500 consisting of:

- (1) An increase of \$1,148,000 to provide for continued acceleration in the rehabilitation of the public lands;
- (2) An increase of \$400,000 to provide for second year requirements of the Vale Project;
- (3) An increase of \$90,500 to provide for increased costs in fiscal year 1964 of the pay raise authorized by P.L. 87-793;
- (4) A decrease of \$300,000 as a result of the appropriation under this activity of funds for construction of roads and buildings for the Vale and Owyhee Projects in fiscal year 1963.

Need for Increase: Continued acceleration of programs for the rehabilitation of the public lands is essential, especially in areas of special need. The Montrose area of Colorado has deteriorated in production from 248,397 animal unit months of annual available forage in 1954 to 76,000 in 1960. Active sheet and gully erosion are found in nearly all parts of the area. Native grasses have disappeared or been replaced by useless brush species and formerly productive springs and seeps have disappeared. It is estimated that annual sediment damages attributable to the national land reserve amount to \$290,000 and flood damages resulting from public domain runoff average \$233,600 annually. The Sand Creek-No Water drainage in the Big Horn Basin of Wyoming covers an area of 416,000 acres, 79 percent of which is National Land Reserve. Periodic floods coupled with deteriorated vegetal conditions have resulted in extreme erosion damage to the area and heavy siltation to irrigated areas

adjacent to the Big Horn River as well as contributing sediment detrimental to the river channel and the Yellowtail Dam now under construction. There has been a local demand for conservation work in the area since 1946, and while brush control, seeding and other treatments applied with funds available have been highly successful, greater investments are needed to obtain realistic results.

Plans have been developed for the treatment of similar problem areas on BLM administered lands in all of the Western States.

Current estimates indicate that nearly a third of the usable acreage in Federal grazing districts is in poor or bad condition and much of it is continuing to deteriorate. Livestock and livestock products are already in short supply. It is predicted that there will be an increase in water demand of some 60 percent between 1960 and 1980. The population growth in the Western States is rapidly expanding the demand for Federal land resources. The demand for outdoor recreation is increasing at explosive rates. Yet tons of topsoil are lost daily because of wind and water erosion resulting from deteriorated range watersheds. Downstream values are being decreased by sediment and pollution from this same topsoil. Millions of gallons of water are lost annually through uncontrolled runoff. Long-term soil and moisture needs are currently estimated to require \$700 million for corrective treatments and development. Continued acceleration of this program is urgent.

A substantial increase is required to keep the Vale Project in Oregon on the original schedule which provides for project completion in seven years. This project is designed to demonstrate the benefits of accelerated resource development programs. In addition to the restoration of forage production to minimize economic effects of drastic reductions in livestock numbers, range deterioration will be brought to a halt and soil and water losses greatly reduced. Planning, preconstruction engineering, design and layout accomplished during fiscal year 1963 have provided for essential on-the-ground accomplishments in 1964. Failure to accomplish programmed work in 1964 would nullify the primary goals of the project and reduce the effectiveness of portions of the work accomplished in the first year.

Plan of Work: The 1964 program contemplates the application of several major conservation practices which are compared in the following table with major practices accomplished in 1962 and planned for accomplishment in 1963:

Soil and Moisture Conservation Program by Major Practices

<u>Conservation Practice</u>	<u>Unit</u>	<u>FY 1962 Accomplishments</u>	<u>FY 1963 Planned Program</u>	<u>FY 1964 Program</u>
Brush Control	Acres	122,132	260,000	280,800
Range Seeding	Acres	90,071	146,555	159,745
Fencing	Miles	766	1,244	1,343
Water Developments	No.	519	1,097	1,129
Water Control Structures	No.	2,431	1,549	1,352

In addition to those conservation practices listed in the preceding table, the 1964 program will include waterspreading, dune control, pitting, furrowing, range use facilities and other practices designed to conserve and develop soil, water, and other related land resources.

The above practices will be applied throughout the National Land Reserve, outside the four demonstration projects areas, in locations where they will generate the greatest results and meet priority needs. In contrast, investments scheduled for the Vale Project will accomplish complete conservation treatment unit by unit so that practices individually and in combination result in total rehabilitation designed to restore and maintain maximum forage production and reduce erosion to a minimum. The benefits of accelerated conservation programs, which will be demonstrated by this project, include reduction of economic losses to the community, reduced conservation costs, greater participation of resource users and adjacent landowners, greater long range benefits and prevention of the loss of irreplaceable soil and water resources which otherwise would result from failure to carry out conservation measures in time.

The Beowawe Project of Nevada, Owyhee Project of Idaho, and the Rio Puerco Project of New Mexico will be continued at the 1963 level consistent with the overall soil

and moisture conservation program level. These are areas of critical need as well as demonstration sites. The Rio Puerco Project encompasses an area of extreme erosion where the valleys, which are the productive heart of the area, are rapidly being cut away by water erosion and the resulting silt load is destroying the channel of the Rio Grande River and reducing the storage capacity of Elephant Butte Dam. Investments in this project will be continued at rates required to construct control structures of significant effectiveness.

A total of \$1,500,000 will be held available for the emergency rehabilitation of burned areas. Without conservation treatment public land values suffer as a result of wildfires which not only destroy the vegetative cover, but also render the soil vulnerable to accelerated erosion and seriously impair watersheds. These funds will be utilized for reseeding, contours, checks, and other conservation practices necessary to restore and rebuild these areas immediately after fires occur and while the surface soil conducive to plant growth is still in place. In the event of an unusually low damage fire season, these funds would be applied to backlogged needs for soil and moisture conservation work. The low incidence of fire damage in fiscal year 1963 permitted the application of part of these funds to regular soil and moisture conservation and to initial year requirements of the Vale Project.

Soil and moisture conservation fundamentally is a program for the application of needed resources improvement practices and the construction of facilities required in the proper protection and use of the public lands and related resources. The trend to wider uses of the public lands along with expanding investment both on these lands and downstream requires that improvements meet higher design, construction, and maintenance standards. Intensified efforts in surveys and planning are dictated by multiple use aspects involving recreation, hunting and fishing, and other public uses which must be incorporated into programs and plans. To conform with long range needs for development and conservation of resources, inventories, conservation need surveys, site investigation, and planning will be stepped up to enable sound and orderly development.

All of the lands involved lie west of the 100th Meridian where water shortage is a chronic problem and natural vegetation is sparse and delicately adapted to special conditions. Intermingled with these lands are those in private ownership and those administered by other Federal and State agencies. The interdependence of these lands created by geography, climate,

and use, requires close coordination of related programs between all agencies and groups. The current grass roots inventory being conducted by soil conservation districts in all Western States under the guidance of the National Association of Soil and Water Conservation Districts is emphasizing the need for increased coordination. The Bureau's soil and moisture program is coordinated as closely as possible with similar programs of other agencies and groups.

Soil and moisture conservation funds are distributed to those areas most urgently requiring treatment. The following table illustrates estimated obligations by State for the fiscal year 1964 program:

Soil and Moisture Conservation Program by States
for Fiscal Year 1964

<u>State</u>	<u>Demonstration Projects</u>	<u>Regular Programs</u>	<u>Total</u>
Arizona	--	\$648,900	\$648,900
California	--	527,300	527,300
Colorado	--	853,900	853,900
Idaho	\$ 256,000	634,800	890,800
Montana	--	890,800	890,800
Nevada	337,900	849,900	1,187,800
New Mexico	507,900	798,700	1,306,600
Oregon	1,059,900	778,200	1,838,100
Utah	--	786,600	786,600
Wyoming	--	798,700	798,700
Program direction - Wash. Office	--	240,500	240,500
Fire rehabilitation	--	1,500,000 ^{1/}	1,500,000
Total	2,161,700	9,308,300	11,470,000

^{1/} To be distributed based upon fire damage.

Status of Program

The primary objectives of the Soil and Moisture Conservation Program are to protect and conserve soil and water by bringing excess runoff and accelerated erosion under control; to restore watersheds by improving vegetative cover; and to increase forage production by rehabilitation of native grasses and shrubs and by seeding poor condition, high potential range sites to grass.

The following table provides current estimates of the status of the conservation job in terms of selected major practices.

Conservation Accomplishments and Needs on Lands Under Jurisdiction of the Bureau of Land Management

Selected Major Practices

<u>Practice</u>	<u>Unit</u>	<u>Accomplishment all programs 1935 - 1962</u>	<u>Planned Soil and Moisture Accomplishments 1963 and 1964</u>	<u>Total Needs After 1964</u>
Brush Control	Acres	1,789,548	540,800	31,830,445
Range Seeding	Acres	2,777,240	306,300	12,024,483
Fencing	Miles	25,492	2,587	111,995
Water Developments	No.	18,268	2,226	53,866
Water Control Structures	No.	116,574	6,452	485,537

BUREAU OF LAND MANAGEMENT

6. Fire Suppression

Activity	FY 1962	FY 1963	FY 1964 Estimate	Increase (+) or Decrease (-)		
	Amount	Amount		1964 Compared with 1963		
	Available	Available		Total	Pay Cost	Program
Fire Suppression	\$1,427,701	\$400,000	\$400,000	\$-0-	\$-0-	\$-0-

This estimate is for the same amount as 1963 and represents a continuation of the practice of requesting a token appropriation to be followed with a supplemental request to cover the actual cost of fire suppression.

Plan of Work: Under this activity the Bureau will continue to suppress fires on or threatening lands under its jurisdiction except those protected under contract with States or other Federal agencies (see items "Forest Protection, Western Oregon" and "Forest Protection, Western States" under the activity, "Forestry").

The Bureau cooperates closely with States and other Federal agencies in its effort to reduce heavy losses from fires. Use is made of all modern firefighting techniques. The fire danger rating system, air-drop chemical fire retardants, and smokejumpers are among measures developed to improve firefighting effectiveness. Regular salaries of permanent employees used on an emergency basis during regular duty hours for fire suppression are not included in this estimate.

Status of Program

Fire suppression costs in fiscal year 1962 amounted to \$1,557,701 of which \$1,427,701 were reflected as obligations of that year and \$130,000 are included among obligations of fiscal year 1963. It is anticipated that total obligations for fire suppression in fiscal year 1963 will be approximately \$2.5 million. Fire suppression is expected to continue to be an important responsibility of the Bureau to conserve resources by preventing substantial losses by fire.

BUREAU OF LAND MANAGEMENT

7. Maintenance of Physical Facilities

Activity	F.Y. 1962 Amount Available	F.Y. 1963 Amount Available	F.Y. 1964 Estimate	Increase (+) or Decrease (-) 1964 Compared with 1963		
				Total	Pay Cost	Program
Maintenance of Physical Facilities	\$169,509	\$178,000	\$178,000	\$-0-	\$-0-	\$-0-

The estimate of \$178,000 is the same amount as is available in fiscal year 1963.

Plan of Work: This activity will provide for repair work and renovation of structures so that they can be used to more adequately meet warehousing and other needs of the expanding resource management programs. Climatic conditions in many of the areas where Bureau offices are located make an annual and almost year round maintenance program necessary. Maintenance of recreation facilities also will be provided from funds available to this activity.

Status of Program

The Bureau of Land Management has about 350 structures throughout the Western United States and Alaska which are required for storage of supplies, protection of equipment, operational requirements, and housing of employees at selected locations primarily in Alaska. Many of these facilities are of light construction, dating from the CCC program, and require considerable annual maintenance.

BUREAU OF LAND MANAGEMENT

8. Maintenance of Access Roads

Activity	F.Y. 1962 Amount Available	F. Y. 1963 Amount Available	F.Y. 1964 Estimate	Increase (+) or Decrease (-) 1964 Compared with 1963		
				Total	Pay Cost	Program
Maintenance of Access Roads	\$ 24,366	\$ 25,000	\$ 304,000	\$+279,000	\$-0-	\$+279,000

This estimate of \$304,000 is an increase of \$279,000 over the amount available for fiscal year 1963.

Need for Increase: It is appropriate in this activity to consider the need for a program rather than the need for an increase. The present level of funds provides less than \$1.50 per mile per year for maintenance and represents only one-tenth of one percent of the replacement value of the roads. This level hardly can be represented as a reasonable program for the maintenance of 18,000 miles of road with an estimated replacement value of \$27 million. Due to the lack of maintenance funds, roads have deteriorated so that many miles can not be used for the management purposes for which they were constructed. Many roads have been closed to the public despite their desirable use for recreational access to the public lands. A recent survey of maintenance needs indicates that \$3 million is needed to meet deferred maintenance.

With the initiation of the new category of Public Land Development, Roads and Trails under the Federal Aid Highway Act, the access road needs of the Bureau are recognized. At the same time, existing roads should be restored to usable condition and maintained so that new investment can provide additional access to the public lands, not be used to replace and reconstruct roads lost to the road system by the lack of maintenance. In addition, new construction will generate normal maintenance requirements in future years. The large backlog of deferred maintenance should be cleaned up as quickly as possible so that maintenance of all roads, new and old, can be placed on an orderly maintenance schedule. The Bureau must begin to maintain its roads.

Plan of Work: In the initial year of a real maintenance program, priority will be given to (a) the repair and replacement of culverts and other road features where further deferral will increase eventual maintenance costs, (b) the major maintenance required to reopen closed roads, and (c) the work required to place most heavily used routes on a normal maintenance basis. Only nominal amounts will be applied to normal maintenance in view of work required to halt deterioration resulting from deferring this program in past years.

Status of Program

Fiscal year 1964 will be the first year of a long term effort to restore the roads of the Bureau and place them on a normal maintenance schedule. Even with substantial successive increases, it is estimated that more than a decade may be required to overcome current conditions.

BUREAU OF LAND MANAGEMENT

9. Weed Control

Activity	F.Y. 1962	F.Y. 1963	F.Y. 1964 Estimate	Increase (+) or Decrease (-)		
	Amount	Amount		1964 Compared with 1963		
	Available	Available		Total	Pay Cost ^{1/}	Program
Weed Control	\$894,196	\$907,100	\$918,000	\$+10,900	\$+10,900	--

^{1/} To provide for increased pay costs for fiscal year 1963 positions.

The estimate of \$918,000 is an increase of \$10,900 which is to provide for increased costs in fiscal year 1964 of the pay raise authorized by P.L. 87-793.

Plan of Work: Research on the control of weed species will be expanded. Eradication of spot infestations with chemicals also will be undertaken. Treatment of large infestations will be carried out primarily through brush control, seeding, and other land treatment practices to improve forage, and through fencing, stock water developments, and other range improvements to facilitate the distribution and management of livestock. The following table sets forth the weed control program by major practices for fiscal years 1962, 1963 and 1964.

Weed Control Program by Major Practices

<u>Practices</u>	<u>Unit</u>	<u>Accomplished 1962</u>	<u>Planned Program 1963</u>	<u>Planned Program 1964</u>
Research and Studies	Dollars	35,500	49,000	81,000
Range Seeding	Acres	44,665	35,000	30,000
Brush Control	Acres	27,919	6,000	8,000
Water Development	Number	11	10	10
Fencing	Miles	166	150	150

Control of halogeton will be emphasized in Oregon, Idaho, Wyoming, Montana, Colorado, Utah, Nevada, and California. The beet leafhopper program in Idaho will be carried on at the present level. Medusahead control efforts will continue in Idaho, Oregon, and California. Small infestations of other poisonous and noxious plants will be attacked, such as camelthorn, larkspur, white top, and sandbur. Surveillance will continue along the Mexican border for the possible infestation of alfombrilla.

Status of Program

The primary objectives of the weed control program are:

1. To accelerate and continue cooperative research and studies now being carried on with universities and experiment stations contributing to increased knowledge of weed species and control measures;
2. To reduce the danger of infestations of poisonous or injurious species and livestock losses through a combination of improved range management and forage improvement;
3. To aid in the control of agriculturally important species where the Federal lands are a reservoir for contamination of adjacent crop lands.

Regardless of the application of successful control efforts through the years to known infestations, surveys and inspections continue to reveal new infestations of various weed species throughout the public lands. Management and rehabilitation plans resulting from such surveys and inspections are developed and also serve as the basis for the planning of soil and moisture conservation work covering all of the various needs of the lands. In those instances where such comprehensive plans require the application of conservation measures which secondarily will serve to control or eliminate weed infestations, separate planning of such nominal weed control work is not necessary. Thus, with the expansion of soil and moisture conservation program it is anticipated that many scattered areas of weed infestation will be controlled incident to that program.

There remain many areas of serious and expanding infestation for which direct treatment is urgent and primarily directed at the control of the weed species involved. Most of these areas for a variety of reasons would not receive conservation treatment under the soil and moisture program for several years. Consequently weed control funds are concentrated in these areas.

The bean industry in south central Idaho has suffered substantial losses in recent years due to the curly top virus carried by the beet leafhopper. The beet leafhopper spends a part of its life cycle on annual plants which have invaded burned over, overgrazed, or otherwise disturbed rangelands surrounding the cultivated lands devoted to the production of beans and sugar beets. A beet leafhopper program designed to replace the host plants of this insect with perennial grass has been carried on continually since 1959. Increased emphasis on intensive range management coupled with accelerated soil and moisture conservation programs involving the application of land treatment measures will accomplish a portion of the program needed for beet leafhopper control. While some 300,000 acres are still in need of treatment, secondary benefits from the management and development programs mentioned above will accelerate the control program. Therefore, continuation of the beet leafhopper control program at current levels in fiscal year 1964 is considered to be adequate.

BUREAU OF LAND MANAGEMENT

10. General Administration

Activity	F.Y. 1962	F.Y. 1963	F.Y. 1964 Estimate	Increase (+) or Decrease (-)		
	Amount	Amount		1964 Compared with 1963		
	Available	Available		Total	Pay Cost <u>1/</u>	Program
General Administration	\$1,717,770	\$1,763,000	\$1,969,000	\$+206,000	\$+37,000	\$+169,000

1/ To provide for increased pay costs for fiscal year 1963 positions.

The estimate of \$1,969,000 is an increase of \$206,000 consisting of:

- (1) An increase of \$169,000 to provide necessary expansion in administrative programs in support of expanding resource management programs and augmented efforts to improve utilization of funds and personnel;
- (2) An increase of \$37,000 to provide for increased costs in fiscal year 1964 of the pay raise authorized by P.L. 87-793.

Need for Increase: Since fiscal year 1961, the resource, management, and development programs of this Bureau have increased dramatically. At the direction of the President a comprehensive inventory of the resources of the public lands was begun in 1961 and has led to sizeable expansion in field examination requirements in the lands and minerals programs of the Bureau. Renewed efforts to place the forested areas of the public lands on sustained yield basis and to restore lands to productivity that have been cut or burned over has rapidly expanded the forest management program. With the recent announcement of the larger allowable cut for the O&C and other lands in Western Oregon, further increases in forest management are contemplated. Soil and moisture conservation has more than doubled in the past three years and continued acceleration of this vital program is planned.

Despite these augmented responsibilities and programs no parallel increase in general administration has been forthcoming. As a consequence the Bureau has been compelled to emphasize the performance of the most mandatory tasks in administration in order to simply remain abreast of the processing of personnel actions, accounting documents, and procurement requests. With the substantial increases that have occurred in the various programs of the Bureau the volume of administrative matters has increased severely. While economies have been effected wherever possible, further programming increases cannot be supported without additional administrative staff.

Under the circumstances the Bureau has been unable to expand its efforts in the analysis of management problems aimed at the improvement of operations and the better utilization of personnel. At the present time the Bureau has been unable to afford organization and management analysts as part of its field administrative office operations to be available to assist the state offices and field offices with problems of a management or organizational nature. While organizational studies have been made of selected offices at all levels of the Bureau, these studies have been accomplished only at the sacrifice of other pressing requirements and at too few locations.

During this period the Bureau has been developing and installing a revised financial management system which will ultimately play a significant role in the better management of funds, utilization of personnel, and analysis of operations and alternatives by management. However, the full value of this system is dependent upon adequate capacity to analyze and utilize the data obtained. While increases in funds for general administration have been nominal, the Bureau has augmented its internal audit staff to meet a long felt need for more complete and frequent audit of its operations. Results to date indicate that a stronger audit program is of great value in this agency where such substantial amounts of receipts and payments are involved. Further increases are contemplated for this function.

With the increases that have occurred in the resource programs of the Bureau, large numbers of new personnel have joined the organization. A stronger program of intensive recruitment, orientation, and general personnel management has become essential. In short, the management of the Bureau in the accomplishment of its responsibilities on an efficient basis requires an adequate level of administrative support.

Plan of Work: Emphasis will be placed upon performance of administrative work which directly supports and helps implement the acceleration of management resource programs. With the increase requested it is expected that the Bureau can step up internal efforts to improve the management of funds and the utilization of personnel so that increased productivity can be achieved.

Status of Program

The General Administration activity includes administrative direction in the Washington and Field Administrative Offices of the Bureau. The objective of this activity is to facilitate the work of all offices in their performance of the various programs of the Bureau. Common services provided to the other Bureau appropriations by the general administration will continue to be charged to the benefiting appropriations at the rate of 5 percent.

ITEMIZATION OF ESTIMATE

Department of the Interior
Appropriation Title: Management of Lands and Resources

Bureau of Land Management

	Actual 1962	Estimate 1963	Estimate 1964	Increase (+) Decrease (-)
<u>Program and Financing:</u>				
Total obligations	\$34,132,227	\$42,090,500	\$46,286,000	\$+4,195,500
Transferred to "Operating Expenses, Public Buildings Service" (75 Stat. 353)	416,029	370,700	--	-370,700
Unobligated balance lapsing	26,744	--	--	
Appropriation	34,575,000	42,461,200	46,286,000	+3,824,800
<u>Obligations by Objects:</u>				
11 Personnel compensation	20,186,649	23,066,126	25,616,240	+2,550,114
12 Personnel benefits	1,345,562	1,583,374	1,749,760	+166,386
21 Travel and transportation of persons	1,890,501	2,300,000	2,480,000	+180,000
22 Transportation of things	701,940	754,000	802,000	+48,000
23 Rent, communications, and utilities	517,492	408,000	805,000	+397,000
24 Printing and reproduction	196,501	350,000	350,000	--
25 Other services	4,785,456	8,081,000	8,481,000	+400,000
Services of other agencies	61,000	60,000	70,000	+10,000
26 Supplies and materials	2,993,862	3,291,000	4,085,000	+794,000
31 Equipment	1,347,031	1,940,000	1,866,000	-74,000
32 Lands and structures	31,347	300,000	--	-300,000
42 Insurance claims and indemnities	88,167	5,000	40,000	+35,000
44 Refunds	9,308	--	--	--
Subtotal	34,154,816	42,138,500	46,345,000	+4,206,500
Deduct quarters & subsistence charges	22,589	48,000	59,000	-11,000
Total obligations	34,132,227	42,090,500	46,286,000	+4,195,500

CONSTRUCTION

DEPARTMENT OF THE INTERIOR

Bureau of Land Management

Construction

Appropriation, 1963		\$1,000,000
Unobligated balance from prior years		<u>651,618</u>
Total available for obligation		1,651,618
 <u>Decreases:</u>		
Access roads on public domain lands	\$931,809	
Buildings	<u>719,809</u>	<u>1,651,618</u>
Subtotal		<u>-</u>
 <u>Increases:</u>		
Buildings	300,000	
Recreational facilities on public domain lands	<u>700,000</u>	<u>1,000,000</u>
Total, budget estimate, 1964		<u><u>1,000,000</u></u>

Construction

Analysis by Activities

Activity	Amount Available 1963	Fiscal Year 1964			Total available 1964 compared to Total available 1963	Page Ref.
		Unobligated balance from prior years	Budget Estimate	Estimated Total Available		
1. Access Roads	\$931,809	--	--	--	\$ -931,809	69
2. Buildings	719,809	--	\$300,000	\$300,000	-419,809	70
3. Recreation Facilities	--	--	700,000	700,000	+700,000	71
Total	1,651,618	--	1,000,000	1,000,000	-651,618	

1. Access Roads - \$0

No estimate is furnished for access roads in fiscal year 1964 under this title in view of the authorization by the 87th Congress of a new section of the Federal Aid Highway Act entitled Public Land Development, Roads and Trails. Any amounts that are unobligated and unexpended as of June 30, 1963, will remain available and will be utilized under this appropriation to complete authorized projects.

2. Buildings - \$300,000

The estimate of \$300,000 is an increase of \$25,000 over funds appropriated in 1963, exclusive of \$444,809 in carryover funds which also are available in that year.

Resource management of the public lands cannot be accomplished efficiently without physical facilities to serve as a base of operations. Warehouses, fire offices, and office space are necessary to accommodate supplies, equipment, and personnel required in performance of programs. Construction of additional permanent fire lookout stations will place additional areas under effective surveillance and will increase the speed of detection and suppression action.

Details of the 1964 buildings construction program are set forth below. The project listing should be considered an indication of the types of buildings to be constructed and a reflection of current Bureau plans; however, emergency requirements occasionally may require some adjustment of project priorities.

Buildings:

Alaska	Galena	Fire Control Station	\$ 38,000
Colorado	Craig	District Office	50,000
Idaho	Bennett Mt.	Lookout	8,000
	Squaw Butte	Lookout	8,000
	Burley	Warehouse and Fire Office	51,000
	Salmon	Office expansion and Warehouse	61,000
Oregon	Riddle Mt.	Lookout	16,000
Utah	Vernal	Warehouse	32,000
	Escalante	Warehouse	11,000
Plans, Survey and Design			25,000
Total			<u>300,000</u>

3. Recreation Facilities - \$700,000

This request is made to implement the recommendations of the Outdoor Recreation Resources Review Commission. This Commission, in its report of January 31, 1962, advocated among its many recommendations "management of Federal lands for the broadest possible recreation benefit consistent with other essential uses." The recreation construction program for the Bureau of Land Management is designed to furnish recreation facilities for the public on those public lands which are to be retained in Federal ownership and managed for their recreational and scenic values, and forest, grazing, wildlife, watershed, and mineral resources. Recreation is an integral component of a multiple use resources management program and must be recognized as equal in stature with the other management programs.

Use of the public lands for recreation without facilities is creating health and safety hazards and endangering the resources of the lands to danger by fire and other abuses. Many excellent recreation areas lack public access and the result is that their recreation potential is little used and frequently unknown. The 1964 recreation construction program will be a start toward meeting the Federal responsibility for facilitating public recreational use of the public lands. Furthermore, it does not compete with recreation programs of State and local governments and other Federal agencies--it complements them.

Recreational use of the lands under the jurisdiction of this Bureau is very heavy and this use will increase. Of the fifty States ranked according to percent of increase of population between 1950 and 1960, seven of the top ten are public land States. This total increase in population in the ten Western States is more than 7.1 million people. Although the population census points up an increase in people in the United States and in the Western States in particular, these figures are only suggestive of the much larger emphasis which will be placed on recreation areas. The number of fishing licenses sold in these States has increased an average of 100,000 per year. Visits to recreational areas in the Western States have increased over 2.4 times in the last ten years and it is anticipated that by 1970 there will be an annual visitation rate of nearly 30 million people on Bureau land alone. This is to mention but a few of the indices of the increased recreational uses being placed on the public lands. With the present road system, these public lands are receiving considerable use from the out of state tourists. But, with the new interstate and national defense highway system, this use will be increased considerably for it will provide high-speed access from all parts of the United States. People as far away as the eastern seaboard can reach these recreation areas within three days' time.

One area where regional recreation demand is heavy, is the Owens River Valley of California. Most of the public land in this valley is withdrawn for the protection of the water supply for Los Angeles, California, by the Act of March 4, 1931 (46 Stat. 1530). The second proviso of Section 2 of the act sets forth "That nothing herein contained shall be construed as affecting the use or occupancy of any of said withdrawn lands for recreational or grazing purposes under such rules and regulations as the Secretary of the Interior may deem necessary to conserve the natural forage of the area." Department of the Interior Regulation of April 18, 1931, provides as follows: "1. To protect the water supply in the withdrawn area from contamination. 2. To protect the watersheds." and further states, "Due care in the use of camp fires and the extinguishment of same must be exercised by all persons using the lands . . ." and "camp refuse or debris of any kind must not be left in an exposed or unsanitary condition or deposited in or near any stream, lake or other body of water in a manner which may directly or indirectly cause pollution of said water." At present, heavy year-long use without facilities is occurring. The California State Department of Public Health has reported that human waste can be found on the banks of streams; domestic animals are bathed in streams; garbage and refuse is scattered about the area; camp fires are located in areas of high fire hazard; and visitors wash their clothes in the streams. It is planned in 1964 to develop 154 family units and necessary sanitation facilities in the Owens River Valley as a major step toward protecting the water supply and conserving the natural resources of this valley.

Another area of heavy regional use is along the Salmon River in Custer County, Idaho. People come from Utah, Montana, Colorado, California, Washington, Nevada, Wyoming, and some of the eastern states to try their luck in this famous stream. The greatest use is that stretch of the river from Ellis, Idaho, to the Challis National Forest boundary. The public domain lands along this river receive intensive use during the summer. The result of this heavy use without any development reached such a point in 1958 that the State Health Department was considering closing this river due to the serious problem of pollution of the river water by fishermen camped along the banks. Many of the fishermen as well as ranchers along the river unknowingly used this water for domestic purposes. According to local health officials, several cases of severe dysentery and at least one case of typhoid have been attributed to drinking water from the river.

Details of the 1964 recreation construction program are set forth below:

Recreation Construction:

Arizona	Hualpai Mountains Recreation Area (4 sites)	\$36,000
California	Owens Valley Recreation Area (3 sites)	209,000
Colorado	Five Points Places Recreation Site Drowsy Waters Recreation Site	60,000
Idaho	Salmon River Recreation Area (3 sites)	62,000
Montana	Madison River Recreation Area	191,000
Nevada	Red Rock Canyon Recreation Area (2 sites)	80,000
Oregon	Steens Mountains Recreation Area (7 sites)	<u>62,000</u>
	Total	<u><u>700,000</u></u>

ITEMIZATION OF ESTIMATE

Department of the Interior

Bureau of Land Management

Appropriation Title: Construction, Bureau of Land Management

	Actual 1962	Estimate 1963	Estimate 1964	Increase (+) Decrease (-)
<u>Program and Financing</u>				
Total obligations	\$ 697,388	\$1,651,618	\$1,000,000	\$ - 651,618
Unobligated balance brought forward	- 299,006	- 651,618	--	+ 651,618
Unobligated balance carried forward	651,618	--	--	--
Appropriation	1,050,000	1,000,000	1,000,000	--
<u>Obligations by Objects</u>				
11 Personnel compensation	160,329	290,000	266,000	- 24,000
12 Personnel benefits	6,139	11,684	10,584	- 1,100
21 Travel and transportation of persons	26,229	35,303	30,000	- 5,303
22 Transportation of things	16,130	13,325	15,000	+ 1,675
23 Rent, communications, and utilities ...	1,759	3,955	6,000	+ 2,045
24 Printing and reproduction	214	979	--	- 979
25 Other services	238,167	442,330	202,000	- 240,330
Services of other agencies	10,000	9,000	--	- 9,000
26 Supplies and materials	78,225	118,650	150,000	+ 31,350
31 Equipment	48,701	25,500	67,000	+ 41,500
32 Lands and structures	111,495	700,892	253,416	- 447,476
Total obligations	697,388	1,651,618	1,000,000	- 651,618

O & C GRANT
LANDS

DEPARTMENT OF THE INTERIOR

Bureau of Land Management

Oregon and California Grant Lands

Appropriation 1963		\$7,175,000
Unobligated balance from prior years		<u>2,740,881</u>
Total available for obligation		9,915,881
 <u>Decreases:</u>		
Construction and Acquisition of access roads	\$7,774,756	
Reforestation and improvements	1,590,261	
Operation and maintenance	<u>550,864</u>	<u>9,915,881</u>
Subtotal		<u>-</u>
 <u>Increases:</u>		
Construction and acquisition of access roads	5,575,000	
Reforestation and improvements	1,125,000	
Operation and maintenance	<u>625,000</u>	<u>7,325,000</u>
Budget estimate, 1964		<u>7,325,000</u>

Oregon and California Grant Lands

Analysis by Activities

Fiscal Year 1964						
Activity	Amount Available 1963	Unobligated balance from prior years	Budget Estimate	Estimated Total Available	Total available 1964 compared to Total available 1963	Page Ref.
1. Construction and acquisition . . .	\$7,774,756		\$5,575,000	\$5,575,000	- \$2,199,756	77
2. Reforestation and improvements . . .	1,590,261		1,125,000	1,125,000	- 465,261	83
3. Operation and maintenance . . .	550,864		625,000	625,000	+ 74,136	84
Total	<u>9,915,881</u>		<u>7,325,000</u>	<u>7,325,000</u>	<u>- 2,590,881</u>	

Under this title, 25 percent of the gross receipts from sales of timber and other products on the revested Oregon and California Railroad grant lands is appropriated, bringing together under one appropriation all reimbursable charges against the Oregon and California Land Grant Fund.

It provides for the construction, acquisition, operation and maintenance of access roads and improvements and for reforestation on the revested Oregon and California Railroad grant lands and on other Federal lands in the Oregon and California land grant counties of Oregon.

Existing legislation provides that the O&C counties shall receive, in lieu of tax payments, up to 75 percent of the gross revenues from these lands. The Association of O&C Counties has recommended that one-third of the amount due from receipts, or 25 percent of the total gross receipts, be appropriated for access road construction and maintenance, reforestation, and improvements and be reimbursed to the Treasury from funds otherwise payable to the counties.

1. Construction and Acquisition - \$5,575,000

This estimate is for construction of access roads on the Oregon and California Railroad grant lands. It represents a decrease of \$2,199,756 from the amount available for fiscal year 1963 which is the result of the availability in 1963 of \$2,632,206 in carryover funds. It covers reconnaissance and surveys of potential routes to O&C timber, negotiation, survey, appraisal and acquisition of easements, rights-of-way and roads and improvement or construction of roads across, on, or adjacent to O&C lands (including 462,697 acres of O&C lands administered by the Forest Service pursuant to Public Law 426).

Scheduling and sales of old growth and salvage timber depend upon the development of adequate access through the acquisition of existing roads and construction of new roads. The recent substantial increase in the allowable cut has increased already heavy pressure upon presently accessible areas. The development of access is urgent so that critical drainage areas containing more decadent stands can be harvested consistent with sound forest management. Failure to build adequate access roads into inaccessible areas compels the cutting of more thrifty rotation-age material which happens to be accessible. Delicately balanced cutting plans then are disrupted and reserved cuttings being retained to provide firebreaks and supplemental seed sources are cut prematurely.

An adequate system of access roads is essential to the offering of the full allowable cut each year. Recently completed access roads have permitted movement of O&C timber to communities and industries which might otherwise have suffered acute economic distress. Where access roads are available and do not become the responsibility of the timber purchaser, bidding opportunities are provided for additional prospective purchasers, thereby extending competitive interest. These roads provide ready access to the O&C and other lands for fire protection, recreation and other uses including transportation of privately owned timber. When privately owned timber is transported over these roads, road use fees are collected.

At the end of fiscal year 1962, 315 miles of mainline access roads had been completed and 122 miles were under construction. This estimate provides for grading 37 miles, surfacing 103 miles, constructing necessary bridges, and producing rock for use in road surfacing. Approximately 24 miles of existing roads also will be purchased and a total of 220 separate easements will have to be acquired for planned road construction.

The fiscal year 1963 program has been realigned and the fiscal year 1964 program has been designed with the objective of satisfying urgent access needs of the salvage timber sales program, described under the Western Oregon portion of the Forestry activity of the appropriation, Management of Lands and Resources. Consequently some regularly planned work has been deferred to future years.

Details of the program are given in the following tables.

Oregon and California Grant Lands

Status of Appropriations

Fiscal Years 1951 through 1962

Amount appropriated		<u>\$44,837,074</u>
Available to Bureau of Public Roads	\$37,145,153	
Available to Bureau of Land Management	6,767,665	
Available to Forest Service	924,256	
 Obligations 1951 - 1962		 42,204,868
Bureau of Public Roads	35,747,808	
Bureau of Land Management	5,930,282	
U. S. Forest Service	526,778	
 Unobligated Balance 6/30/62		 2,632,206
Bureau of Public Roads	1,397,346	
Bureau of Land Management	837,382	
U. S. Forest Service	397,478	
 Amount Appropriated		 <u>44,837,074</u>

Oregon and California Grant Lands

Fiscal Year 1963 Program

Availability:

Unobligated balance as of 6/20/62, brought forward		\$ 2,632,206
Fourth quarter 1962 receipts warranted in July 1962		1,950,000
Estimated authorization, fiscal year 1963		5,142,550
Less estimated fourth quarter 1963 receipts warranted in July 1963		<u>1,950,000</u>
Available for 1963 program		<u><u>7,774,756</u></u>

Utilization:

Bureau of Land Management		
Planning, reconnaissance	\$ 440,000	
Acquisition	<u>651,881</u>	1,091,881
Bureau of Public Roads		
Surveys	330,000	
Construction	<u>5,437,847</u>	5,767,847
Forest Service		<u>915,028</u>
Total 1963 program		<u><u>7,774,756</u></u>

Details of Construction Program, BLM Lands, FY 1963

Continued work on going projects	\$ 685,847
Bald Mtn., B, grading, 7.0 miles	290,000
Bridges and culverts	149,000
Keno "C" bridge and grading, 1.0 miles	110,000
South Fork Smith River, surfacing, 10.2 miles	245,000
West Fork Cow Creek, grading, 2.4 miles	230,000
Miscellaneous rock production	600,000
Middle Creek "C" grading, 3.0 miles	200,000
Union Creek, grading, 3.5 miles	225,000
Rock Creek "C" grading, 5.0 miles	300,000
Rock Creek "B" grading, 7.0 miles	350,000
Smith-Siuslaw, surfacing, 23.4 miles	103,000
Elk Creek, grading, 5.0 miles	250,000
Dovre Peak, grading, 3.0 miles	150,000
Tyee, grading, 10.1 miles	540,000
Burnt Mtn. "C" grading, 9.7 miles	450,000
Big River, grading, 4.0 miles	305,000
Elk Meadows, grading, 3.8 miles	255,000
Total, 1963 Construction Program BLM Lands	5,437,847

OREGON AND CALIFORNIA GRANT LANDS

Fiscal Year 1964 Program

Availability:

Estimated fourth quarter receipts warranted in July 1963		\$ 1,950,000
Estimated authorization, fiscal year 1964		5,575,000
Less estimated fourth quarter 1964 receipts warranted in July 1964		<u>1,950,000</u>
Available for 1964 program		<u><u>5,575,000</u></u>

Utilization:

Bureau of Land Management		
Planning, reconnaissance	\$460,000	
Acquisition	<u>315,000</u>	775,000
Bureau of Public Roads		
Surveys	290,000	
Construction	<u>3,710,000</u>	4,000,000
Forest Service		<u>800,000</u>
Total 1964 program		<u><u>5,575,000</u></u>

Details of Construction Program, BLM Lands, FY 1964

Little Lobster Creek, surfacing, 4.4 miles	\$ 125,000
Agency Creek, surfacing, 8.6 miles	160,000
South Fork Alsea, grading, 7.0 miles	320,000
Clark Creek, surfacing, 8.6 miles	180,000
Big River & Elk Meadows, surfacing, 18.2 miles	326,000
Union Creek, grading, 3.5 miles	200,000
Twelvemile Creek, grading, 2.8 miles	175,000
Boulder Creek, grading, 8.4 miles	475,000
Cow Creek, surfacing, 19.0 miles	305,000
Deadman Creek, surfacing, 5.2 miles	80,000
Canton Creek "B" & "C" surfacing, 17.0 miles	150,000
Burnt Mtn. "B" surfacing, 12.5 miles	480,000
Burnt Mtn. "C" surfacing, 9.3 miles	370,000
Bridges (4)	60,000
Miscellaneous rock production	304,000
Total, 1964 Construction Program, BLM Lands	3,710,000

2. Reforestation and Improvements - \$1,125,000

(a) Reforestation

The estimate of \$700,000 is \$100,000 less than that available in fiscal year 1963, exclusive of carryover funds. Details of this program are discussed in the O&C grant lands section of the Forestry activity under the appropriation, "Management of Lands and Resources."

(b) Recreational Facilities:

The estimate of \$425,000 is a decrease of \$307,450 from the amount available in fiscal year 1963, exclusive of carryover funds. The sum of \$225,000 is programmed for facilities to be developed by the Bureau while the amount of \$200,000 is programmed for facilities to be developed by the Forest Service on lands in the O&C counties that are administered by that agency.

Construction of public recreational facilities, including provision of necessary access thereto, in the O&C area of Oregon began in fiscal year 1961. The public demand for recreational facilities in western Oregon has mushroomed dramatically in the last four years. The BLM timber access roads have opened many areas highly suitable for recreational use. Currently, recreational use of many scenic spots adjacent to the access roads is unregulated. Hazards both to the resources and to the public health and safety already are evident. These hazards can be minimized or eliminated with development of needed facilities.

3. Operation and Maintenance - \$625,000

This estimate provides for maintenance of constructed and acquired access roads and recreation facilities. The increase of \$125,000 over the amount available in fiscal year 1963, exclusive of carryover funds, is necessary because of the greater mileage of roads requiring maintenance and the development of additional recreation facilities.

In many of the O&C areas close adherence to a maintenance schedule is essential to prevent subgrade deterioration and consequent costly loss of important road segments. Replacement costs of wash-out portions can be materially greater than initial construction and often entails considerable relocations of adjacent undamaged segments of the affected road. An economic side effect is the hardship worked on timber purchasers in their inability to replenish their depleted mill log inventory during the critical spring months.

In addition to maintenance performed with appropriated funds, fees for road maintenance are paid by purchasers of government timber as a condition of timber sale contracts and by timber haulers using the roads under permits.

\$25,000 is included in this estimate for maintenance of recreation facilities.

ITEMIZATION OF ESTIMATE

Department of the Interior
 Appropriation Title: Oregon and California Grant Lands

Bureau of Land Management

	Actual 1962	Estimate 1963	Estimate 1964	Increase (+) Decrease (-)
<u>Program and Financing</u>				
Total obligations	\$6,917,177	\$9,915,881	\$7,325,000	\$-2,590,881
Unobligated balance brought forward ..	-1,822,214	-2,740,881	--	+2,740,881
Unobligated balance carried forward ..	2,740,881	--	--	--
Appropriation	7,835,844	7,175,000	7,325,000	+150,000
<u>Obligations by Objects</u>				
11 Personnel compensation	1,372,549	1,648,000	1,855,000	+207,000
12 Personnel benefits	82,610	98,000	116,000	+18,000
21 Travel and transportation of persons	221,404	265,000	267,000	+2,000
22 Transportation of things	51,210	68,000	68,000	--
23 Rent, communications and utilities	53,836	46,000	46,000	--
24 Printing and reproduction	500	10,000	7,000	-3,000
25 Other services	394,000	489,000	207,000	-282,000
Services of other agencies	523,984	590,881	553,000	-37,881
26 Supplies and materials	192,600	284,000	214,000	-70,000
31 Equipment	25,272	70,000	50,000	-20,000
32 Lands and structures	3,997,340	6,347,000	3,942,000	-2,405,000
42 Insurance claims and indemnities	1,872	--	--	--
Total obligations	6,917,177	9,915,881	7,325,000	-2,590,881

RANGE
IMPROVEMENTS

BUREAU OF LAND MANAGEMENT
Range Improvements (receipt limitation)

Appropriation 1962	Estimate 1963	Estimate 1964	Increase (+) Decrease (-)
\$739,842	\$696,525	\$967,200	+ \$270,675

Need for Increase: This estimate in the amount of \$967,200 is an increase of approximately \$271,000 over 1963, and reflects an anticipated increase in grazing fee receipts. This is an annual indefinite appropriation derived from grazing fee receipts in accordance with sections 3 and 10 of the Taylor Grazing Act (48 Stat. 1269), as amended. Included also, are receipts from Bankhead-Jones Farm Tenant Act lands transferred from the Department of Agriculture by Executive Order 10787, dated November 6, 1958.

Plan of Work: Approximately 178,000,000 acres of public grazing lands which include over 2 million acres of Bankhead-Jones lands will require range improvements to preserve the forage resources. Twenty-five percent of grazing fee receipts from both public lands and Bankhead-Jones lands are designated as a range improvement fund which are applied to improvements on the range. Receipts in fiscal year 1964 are estimated at \$5,590,000 which includes the sum of \$340,000 from Bankhead-Jones lands.

Status of Program: This is a continuing program for maintenance, construction, and purchase of range improvements as an aid in obtaining conservation and use of the forage resources on the public lands, by such measures as drift and boundary fences, development of stock watering places and reseeding.

The appropriation is distributed as follows:

	Actual 1962	Est. 1963	Est. 1964	Increase
Public lands	\$678,982	\$646,974	\$882,200	\$235,226
Farm Tenant Act lands	60,860	49,551	85,000	35,449
Total	739,842	696,525	967,200	270,675

ITEMIZATION OF ESTIMATE

Department of the Interior

Appropriation Title: Range Improvements, (receipt limitation) Bureau of Land Management

	Actual 1962	Estimate 1963	Estimate 1964	Increase (+) Decrease (-)
<u>Program and Financing</u>				
Total obligations	\$664,999	\$841,477	\$980,710	+ \$139,233
Unobligated balance brought forward	-289,619	-364,462	-219,510	+ 144,952
Unobligated balance carried forward	364,462	219,510	206,000	- 13,510
Appropriation	739,842	696,525	967,200	+ 270,675
<u>Obligations by Objects</u>				
11 Personnel compensation	288,660	300,149	366,400	+ 66,251
12 Personnel benefits	16,152	17,013	20,010	+ 2,997
21 Travel & transportation of persons	29,917	37,800	49,600	+ 11,800
22 Transportation of things	43,012	37,020	40,000	+ 2,980
23 Rent, communications, & utilities	19,064	13,854	14,700	+ 846
24 Printing and reproduction	254	563	---	- 563
25 Other services	81,707	164,495	266,000	+ 101,505
26 Supplies and materials	165,606	242,014	200,000	- 42,014
31 Equipment	21,288	29,325	25,000	- 4,325
32 Lands and structures	95	---	---	---
Subtotal	665,755	842,233	981,710	+ 139,477
Deduct quarters and subsistence charges	756	756	1,000	- 244
Total obligations	664,999	841,477	980,710	+ 139,233

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DEPARTMENT OF THE INTERIOR

Bureau of Land Management

Public Lands Development Roads and Trails (Liquidation of Contract Authorization)

Appropriation 1963

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Increases:

Increase in road construction under authorization
from Federal Highway Act of 1962

\$1,000,000

Budget estimate, 1964

1,000,000

Analysis by Activities

	Actual 1962	Estimate 1963	Estimate 1964	Increase
Public lands development roads and trails	--	--	\$1,000,000	<u>\$+1,000,000</u>
Total expenditures	--	--	1,000,000	<u>+1,000,000</u>

CONTRACT AUTHORIZATION AND LIQUIDATION PROGRAM

	Contract Authority <u>Available</u>	<u>Obligations</u>	Unliquidated Obligations <u>Prior Year</u>	Total <u>Obligations</u>	<u>Expenditures</u>	Unliquidated Obligations Carried <u>Forward</u>
				<u>Fiscal Year 1962</u>		
Public lands development roads and trails (total) ..	--	--	--	--	--	--
				<u>Fiscal Year 1963</u>		
Public lands development roads and trails (total) ..	\$2,000,000	--	--	--	--	--
				<u>Fiscal Year 1964</u>		
Public lands development roads and trails (total) ..	\$4,000,000	\$2,000,000	--	\$2,000,000	\$1,000,000	\$1,000,000

DEPARTMENT OF THE INTERIOR

Bureau of Land Management

Public Lands Development Roads and Trails (Liquidation of Contract Authorization)

Status of Cash Appropriations for
Liquidation of Contract Authorization

	<u>1962</u>	<u>1963</u>	<u>1964</u>
Appropriation	--	--	\$1,000,000
Unexpended balance brought forward	--	--	--
Total available	--	--	1,000,000
Less: Expenditures	--	--	1,000,000
Unexpended balance	--	--	--

Need for Funds: Fiscal year 1964 is the first year in which the construction of roads to provide access to the public lands will be conducted under the contract authorization contained in the Federal Aid Highway Act, 1962. The program, appearing under a new title, "Public Land Development, Roads and Trails," is authorized \$2 million for fiscal year 1964 and \$4 million for fiscal year 1965. The estimate of \$1 million is for liquidating and making partial payments against obligations to be incurred in fiscal year 1964.

This program for access roads reflects the needs of the resource management program. Access is fundamental to the proper conduct of grazing, forestry, recreation, wildlife, protection, rehabilitation, and minerals management programs. Road construction frequently is the first step in the initiation of a comprehensive resource management program for now inaccessible portions of the public lands. Timber sale programs presuppose construction of adequate access roads which will penetrate virgin lands that support overmature stands of timber. Without these roads overripe timber will decay and the revenue that could be derived from the merchantable value is lost to the Treasury of the United States and local economy needing the stimulation of stronger timber industries will suffer. In many areas competitive interest in timber sales is severely limited or nonexistent unless access to sales areas is assured. The intensified forest management program of the Bureau aimed at more nearly approaching the harvest of the maximum annual sustained yield on public lands must be supported by an expanded access roads program.

Range use supervision, forage survey, soil and moisture conservation, and weed control are curtailed severely in areas where roads do not exist. Similarly demands for outdoor recreation for lands administered by the Bureau of Land Management are expanding very rapidly and the access road program will assist by making additional areas of the lands accessible for fishing, hunting, and general public use and enjoyment. These roads, by providing access to additional areas, will also play an important part in future fire prevention and suppression programs. With access, prompt suppression action can be taken so that losses of resources can be held to minimum levels.

The 1964 program includes projects located in "eligible areas" for the acceleration of public works in fiscal year 1963. Should listed projects be selected for accomplishment under that program, projects now planned under the authorization of \$4 million for fiscal year 1965 will be reprogrammed for initiation in fiscal year 1964.

Details of the 1964 program are set forth in the following table:

	<u>Project</u>	<u>Miles or Unit</u>	<u>Cost</u>
Arizona	Chloride-Tipton	Grad. 8 miles	\$ 36,000
	Black Rock Mountain	Grad. 14 miles	31,000
California	Barrel Springs	Grad. 7 miles	51,000
	Red Mountain	Grad. 4 miles	56,000
	Brock Gulch	Grad. 4 miles	52,000
	Sheldon Creek	Grad. 2 miles	30,000
	Big Jackass Creek Road	Grad. 4 miles	60,000
Colorado	Trident Mesa	Grad. 10 miles	43,000
Idaho	Deep Creek	Grad. 13 miles	87,000
	Big-Knox-Bull	Grad. 6 miles	40,000
	Herd Creek	Grad. 3 miles	22,000
	Bell Mountain	Grad. 3 miles	16,000
	Bridges	5	54,000
	Big Butte-Arco Road	Surf. 9 miles	39,000
Montana	Cottonwood Creek	Grad. 6 miles	36,000
	Maiden Canyon	Grad. 5 miles	33,000
Nevada	Mt. Wilson	Grad. 9 miles	100,000
New Mexico	Rio Puerco Project Road System		47,000
Oregon	Steens Mountain	Surf. 9 miles	25,000
	Grizzly	Grad. 4 miles	16,000
	Hampton Buttes	Grad. 18 miles	54,000
	Beatty's Butte	Grad. 15 miles	68,000
	Rudio Mountain	Grad. 7 miles	41,000
	Elk Creek	Grad. 4 miles	140,000
	Vale Project Road System		140,000

	<u>Project</u>	<u>Miles or Unit</u>	<u>Cost</u>
Utah	5 Mile Mountain	Grad. 2 miles	\$30,000
Wyoming	Green Mountain	Grad. 7 miles	52,000
	Shirley Mountain	Grad. 5 miles	45,000
Acquisition of Roads and Easements			248,000
Location, Survey, Design and Supervision			308,000
Total			2,000,000

ITEMIZATION OF ESTIMATE

Department of the Interior

Bureau of Land Management

Appropriation Title: Public lands development roads and trails
(liquidation of contract authorization)

	Actual 1962	Estimate 1963	Estimate 1964	Increase (+) Decrease (-)
<u>Program and financing:</u>				
Total obligations	--	--	\$2,000,000	\$+2,000,000
Unobligated balance brought forward (contract authorization)	--	--	-2,000,000	-2,000,000
Unobligated balance carried forward (contract authorization)	--	\$2,000,000	4,000,000	+2,000,000
Unfunded balance at beginning of year	--	--	2,000,000	+2,000,000
Unfunded balance at end of year	--	-2,000,000	-5,000,000	-3,000,000
Appropriation to liquidate contract authorization	--	--	1,000,000	+1,000,000
<u>Obligations by objects:</u>				
11 Personnel compensation	--	--	436,600	+436,600
12 Personnel benefits	--	--	28,000	+28,000
21 Travel and transportation of persons ...	--	--	40,000	+40,000
22 Transportation of things	--	--	10,000	+10,000
23 Rent, communications and utilities	--	--	5,000	+5,000
24 Printing and reproduction	--	--	1,000	+1,000
25 Other services	--	--	219,000	+219,000
26 Supplies and materials	--	--	75,000	+75,000
31 Equipment	--	--	50,000	+50,000
32 Lands and structures	--	--	1,135,400	+1,135,400
Total obligations	--	--	2,000,000	+2,000,000

BUREAU OF LAND MANAGEMENT

Administrative Provisions

Passenger motor vehicles:

Authorization is requested for purchase of seven passenger vehicles for replacement only. All of the vehicles to be replaced will have met the standards as to age or mileage.

These vehicles are for use by field personnel in the administration of public grazing lands, forest management and fire suppression in widely scattered areas, by field examiners and surveyors in the performance of investigations and surveys, and by supervisory personnel.

One station wagon is included in the request. It will be used principally by cadastral engineers where the job requirements involve extensive driving and the hauling of personnel, scientific instruments, and field equipment.

Vehicles to be purchased:

Number	7
Gross cost	\$10,900

Old vehicles to be exchanged:

Number	7
Allowance	\$1,250
Net cost	9,650

Aircraft:

Authorization also is requested for the purchase of one additional aircraft for replacement only.

Aircraft are used by the Bureau only in Alaska. They are necessary for photogrammetric surveys, fire patrol, and for transporting smokejumpers, fire fighters, and equipment and for transportation of forest management, cadastral survey and field examiner personnel.

Aircraft to be purchased:

Number	1
Gross cost	\$24,000

Old aircraft to be exchanged:

Number	1
Allowance	\$9,000
Net cost	15,000

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